

93 00725 Comprehensive General Plan  
Pomona, California

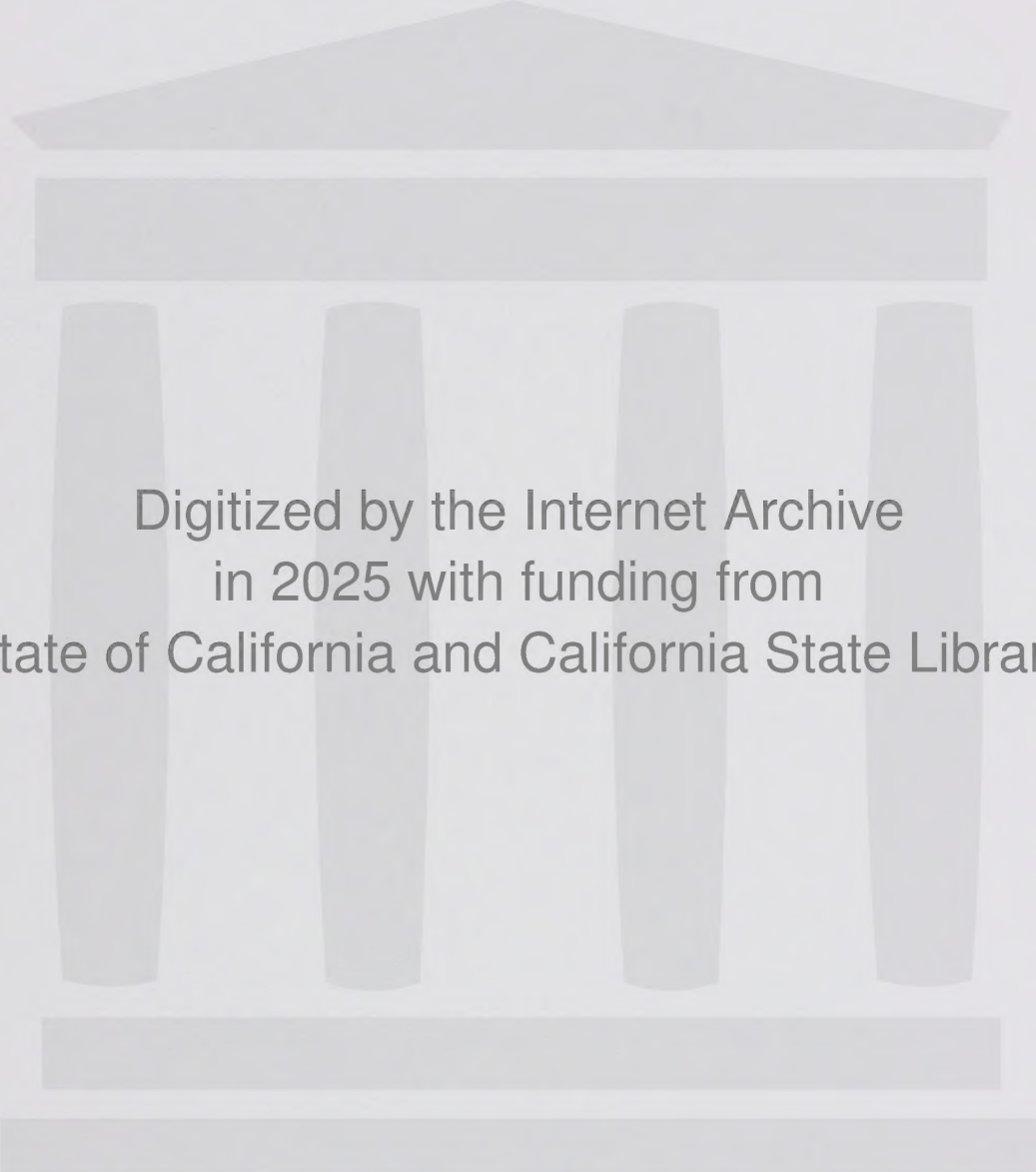


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THE  
CITY OF POMONA

# Comprehensive General Plan

March 1976

PREPARED BY  
PLANNING DIVISION  
DEPARTMENT OF COMMUNITY DEVELOPMENT

PRINTED JUNE 1977

# JUNE 1977

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Anne Gustaveson	9-73 to 6-75
J. Romo	8-69 to 6-75
Rick Hagstrom	7-73 to 9-73
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# Contents

<b>General Plan Program</b>	<b>1</b>
<b>Residential Element</b>	<b>7</b>
<b>Economic Development Element</b>	<b>23</b>
<b>Circulation/Transportation Element</b>	<b>39</b>
<b>Community Design Element</b>	<b>65</b>
<b>Environmental Resources Element</b>	<b>91</b>
<b>Plan For Land Use</b>	<b>117</b>
<b>General Plan Map</b>	<b>Inside Back Cover</b>





# The General Plan Program



# The General Plan Program

## THE PLANNING PROCESS

The modern city is a highly complex entity. It consists of many vital parts intricately woven together in such a manner that a change in any one system will necessarily have an effect on the others. It is therefore crucial that development in the City follows a sound, carefully prepared plan to avoid the many pitfalls which attend uncontrolled development.

Pomona has seen a great deal of change in the course of its history, growing from a small, agricultural community to an urban center. The City has much in its heritage worthy of preservation. It has traditionally held a place of pre-eminence in the Pomona Valley, serving as the regional center for a variety of governmental, commercial and cultural functions. This position is not necessarily permanent. Since no city stands still through time, Pomona must be prepared to meet the challenge of the future. It can do this if its citizens and their representatives meet the challenges and needs of the social environment and are determined to maintain a proper balance in the use of land and a high quality of development. To accomplish this, the City needs a General Plan to insure that changes are directed along desirable lines and take place in an orderly fashion.

## WHAT IS A GENERAL PLAN?

The General Plan is an official city policy guide which sets down the goals and objectives of the community in one uniform document so that development of all city functions can be guided in a coordinated manner. By organizing and integrating the complex inter-relationships of the City, the General Plan protects the health, safety, welfare and convenience of Pomona's citizens.

The General Plan can be described as a plan which is long-range, general and comprehensive. The fact that it is "long-range" means that the plan looks forward, setting down future relationships in the City between people, land use and facilities. The term "general" refers to the fact that the Plan does not state these relationships in

specific terms but rather establishes general boundaries and locations for land use, public facilities and principles of development which allow a degree of flexibility necessary over time. The Plan is also "comprehensive" which means it relates and balances all types of land use and facilities within the City. Finally, the word "plan" implies that the document will be embodied both in text and map form.

The process of developing a general plan involves a series of phases which may be staged to overlap in time. The initial phase concerns the compilation of data about the community and the development of techniques to involve citizens throughout the planning process. The information that has been gathered is then carefully analyzed and evaluated such that a basic set of problems, resources and aspirations is derived. The next phase involves the formation of goal and policy alternatives which can be evaluated by the City. Finally, a definite direction is agreed upon, and the goals, policies and programs to achieve the desired future are recommended for adoption. The General Plan is subject to review, study and amendment as needed in order to keep current with trends and conditions.

## FUNCTION OF THE GENERAL PLAN

The General Plan is intended to serve as a policy guide for City officials and administrators. By clearly defining the community's goals and the standards for their implementation, it insures consistency in the decision making process of the City Council and their advisory commissions. The Plan also provides the private sector with a guide to relate its development plans to the policies and objectives of the community. In so doing, the Plan contributes to the stability and enhancement of property values by fostering a healthy, balanced relationship between people, land use and public facilities.

Since the General Plan is a policy instrument, it is adopted by resolution of the Planning Commission and the City Council and is, therefore, not a law. This means that the Plan has a certain degree of flexibility which

is necessary to allow review and adjustment as conditions change over the years. In contrast, the Zoning Ordinance and Map is a specific statement of current land use regulations which is adopted by ordinance and as such, carries the weight of law. It is one of the most important vehicles for implementing the land use policies in the General Plan and operates as a staging mechanism, gradually moving the City from its current land patterns to those envisioned in the General Plan.

## FORMAT OF THE GENERAL PLAN FOR THE CITY OF POMONA

The General Plan for the City of Pomona is published in two volumes. Volume One, *The Profiles*, represents a compilation and summary of all pertinent background information relevant to past and present forces which have shaped the City as we know it today. Volume Two, *The General Plan*, presents key issues and opportunities which face the community today; recommends broad, long-range goals and policies for the improvement and development of the community; and outlines programs for implementation. This final volume is designed to move Pomona toward its goals as effectively as possible.

## ELEMENTS OF THE COMPREHENSIVE GENERAL PLAN

The General Plan is divided into six functional elements, plus the Plan for Land Use.

- Environmental Resources Element
- Community Design Element
- Residential Element
- Economic Development Element
- Circulation and Transportation Element
- Plan for Land Use
- Human Resources Element

The General Plan will satisfy the requirements of the State of California with regard to certain mandated elements including: [1] Land Use; [2] Circulation; [3] Housing; [4] Conservation; [5] Open Space; [6]



Seismic Safety; [7] Noise; [8] Scenic Highways and [9] Safety.

Plus optional elements:

[1] Recreation Element; [2] Community Design Element and [3] Social or Human Resources Element.

## DATA SOURCES FOR THE GENERAL PLAN

One of the first steps outlined above in the General Plan formulation process involved the research and compilation of a data base. Numerous studies and surveys were conducted in Pomona as part of this data base gathering process. To assist the City Planning Staff throughout the process of the General Plan's development in gathering, analyzing and compiling citizen input and technical data, several consulting firms were utilized as well as the close cooperation and input of various City departments and outside agencies. Economic, environmental, geologic and traffic engineering studies were conducted by consultants, while the staff studies included a survey of all land use in the City [resulting in a computer-based Land Use Inventory], a housing condition and neighborhood survey, a noise level survey and urban design studies. This pertinent background data as well as data from the various studies has been summarized and included in The Profiles volume of the General Plan.

In addition to technical background reports, a most important input to the General Plan concerns the citizens, their attitudes and opinions about their community, and the direction they would like to see it take. A series of neighborhood meetings by the Planning Commission, called "Project Concern", was held in the fall and winter of 1972 as an initial step in this process. In the summer of 1973 a home interview survey was conducted by the City's planning consultant using a scientifically designed sample to insure response by a true cross-section of the community. The participants were asked to complete a detailed questionnaire covering a wide range of responses to their community. From those respondents, many volunteered to be part of the "Committee for the Future", formed as a continuing effort to review and comment on the progress of the General Plan.

The "General Plan Advisory Committee" was a specially appointed citizen group

organized to perform the function of overseeing and reviewing the General Plan through each phase of its formulation and to insure a measure of intercity coordination. The Committee consisted of one member from each of the following commissions: Planning, Parks and Recreation, Community Life, Redevelopment and Cultural Arts. Also included was one member each from the Library Board, the Pomona Unified School District, the Police Department and the Chamber of Commerce. Meeting at least monthly over a three year period, the General Plan Advisory Committee provided an invaluable review and sounding board for ideas. Each element and section was reviewed and approved by the Committee before it was recommended on to the Planning Commission and City Council for official action.

## THE COMMUNITY WORKSHOPS

The Community Workshops, conducted in 1974, were designed to provide a process for involving the input of many citizens, expanding the interactions of the people and their planning officials, and establishing a creative working relationship between people to determine what they actually want their city to become in the immediate and long range future. The plans and ideas generated by the workshops were then used in the development of the new General Plan for the City.

A series of five Community Workshops were originally planned, spanning a period of four months from April to July, 1974:

- [1] Orientation Workshop, April 5
- [2] Community Needs and Opportunities Workshop, April 19, 20
- [3] Community Image Workshop, May 16, 17, 18
- [4] Plan Development Workshop, June 18, 19, 20
- [5] Plan Implementation Workshop, July 10, 11, 12

In addition to these scheduled workshops and because of the complexity of certain aspects, and enthusiasm of the workshop participants, a Special Image Workshop was held on June 11 and two Special Study Sessions on the development of specific parts of the Plan were held on June 27 and July 2.

To assist the Planning Staff and the City's consultant in citizen participation, a Task

Force of workshop participants was formed. The Task Force proved invaluable in reviewing the synthesized results of each workshop — in helping plan and conduct parts of workshops, and in providing a liaison between the professionals and the workshop participants. The Task Force met every week during the four months and have provided a continuing liaison since the formal conclusion of the workshops.

In total, approximately 300 persons participated in the workshops, representing a wide cross-section of the community in terms of age, sex, racial characteristics, income levels and beliefs.

In the process of participating they became much more aware of their community. They took bus and walking tours around town, ate their lunch out-of-doors in ways and places they have never done before, and rebuilt Pomona from the ground up using potting soil, boxes, magazine pictures and other materials. This is learning by doing rather than just sitting and being lectured to. With their increased awareness, the participants were able to react to situations and problem-solving with much greater insight. And their solutions were, consequently, much more realistic and community oriented.

"We're not trying to change Pomona into something she could never be, we're just trying to polish her up." That statement, made by an active workshop participant, pretty much summed up the philosophy and conclusions of the Community Workshops.

The important thing to be remembered is that the comments, concerns and ideas generated represent the views of the people. They freely discussed their personal needs and concerns — how they felt about their neighborhood and their total community; together they decided what their community was, and then what they wanted their community to be. Some liked the workshops and the workshop approach, others did not. But the fact that over 300 concerned people in Pomona contributed their ideas, and arrived at some collective decisions about their community, is ample indication that "the people of Pomona do indeed care about their community". A list of participants in the Community Workshops may be found at the end of this Plan.

## SUMMARY OF BASIC CONCEPTS AND GOALS

From all of the technical studies, workshops and general discussions a series of basic concepts regarding the type of community that Pomona can and should become emerged. These basic concepts were then translated into "long range goals." Below is a summation of those basic concepts and goals.

### Summary of Basic Concepts

1. There was a recognition that, while the City does have certain problems, the residents of Pomona are proud of their community and want to make it even better. To this end community beautification should be given high priority in any future development of the City.
2. Pomona is a community of diverse peoples and lifestyles, and this fact should be viewed as a positive asset.
3. There needs to be a creation of an attitude where quality of development or service is stressed rather than quantity.
4. The people like Pomona as it is today. The residential character and quality of Pomona are to be preserved by maintaining a predominantly lower density profile throughout the various neighborhoods.
5. Residents are primarily concerned with the livability of their immediate neighborhood, and secondarily, the community as a whole. Better two-way communication between neighbors and City government could go a long way toward developing more 'community oriented' outlook.
6. Some mixed-use neighborhoods are still very desirable places to live. Since the mixture of uses in these areas presently exists and is more or less permanent, measures need to be taken to preserve the residential quality while at the same time allowing the development of higher intensity residential and non-residential uses under strict development standards.
7. The Phillips Ranch should be developed, utilizing the "planned community" concept in a comprehensive manner.
8. The General Plan studies involved a reevaluation of land use development and intensity of use since the original Master Plan was adopted [1963]. This current General Plan was developed with the goal of trying to maintain a sense of reality and not artificially or prematurely raising the expectations of property owners over the value of their land.
9. Commercial development is to be kept basically within its current boundaries with infill and upgrading of these areas the major thrust of new development.
10. Pomona is the sub-regional center for the Valley and the core area should function as the hub.
11. It is desirable to accommodate a variety of mixed-uses, such as commercial, office, professional, residential, and recreation, at appropriate, well-traveled crossroads within the City.
12. Economic growth is to be encouraged, as it aids in creating new jobs, diversifies the economic base, and strengthens the tax base.
13. Greater stress needs to be placed on the use of performance standards in industrial areas to assure quality development and protect adjacent land uses.
14. The circulation and transportation system should serve the total needs of the people, recognizing alternate forms of transportation and respecting special areas of the community.
15. The ultimate success in attaining the goals outlined in the General Plan is dependent upon the involvement of all peoples in Pomona, working together to make their community a place they can truly be proud of.

### Summary of Basic Goals

In an effort to create a dynamic residential environment, certain goals have been developed:

- To guarantee that every citizen has an equal opportunity to obtain the housing of his or her choice which is within their means; that residents of Pomona have a sense of responsibility and pride toward their home; and that homeownership is encouraged.
- To assure a good choice of housing to the consumer through location, price, type

and style; to assure livability in structures that are safe, attractive and well maintained; and to recycle those residential structures not presently suited for housing.

- To promote attractive, quality residential environments that meet the individual, social, cultural and personal needs of the residents of that area; to assure adequate delivery of services, facilities, access and circulation; and to develop a community sense of pride and togetherness among the many neighborhoods.

The central location and prominence of Pomona in the Valley makes it desirable:

- To promote a balanced and dynamic economic growth for Pomona with continued development of commercial financial, professional and industrial services to assure the expansion of local opportunities and to promote a rising standard of living for all residents in a quality environment

To increase access and the ability to travel in and through Pomona — goals have been established:

- To develop a safe, efficient and coherent system of circulation; to expand the choices of available travel modes which will effectively increase the freedom of movement for Pomona's residents; and, to strengthen Pomona's position as an important regional center through transportation planning.

Image and community appearance are critical to Pomona's future and it is therefore a goal:

- To recognize the positive design features of the community, to preserve and enhance those features, and to improve the livability of the community through physical design considerations in areas where it is less than satisfactory such that the result is an environment defined by quality, cohesiveness and human needs.

Pomona's geographic location and unique features have prompted environmental goals:

- To maintain a safe, high quality environment for Pomona's residents by protecting valuable community resources, mitigating environmental hazards and eliminating pollution to the greatest degree possible.



# Residential Element





# Residential Element

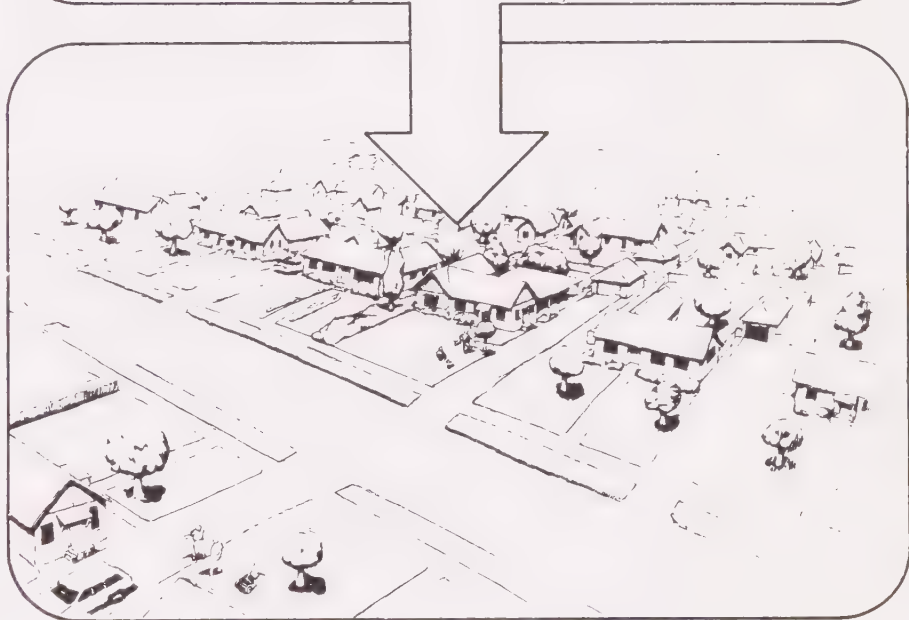
## INTRODUCTION

Housing represents a very basic source of identification for man. It can represent security or a lack of security. The home is a person's closest tie with his community for some, perhaps their only tie. A carry-over from past ages, the home also represents the stronghold of a primary social unit, the family. Throughout the history of the United States there has been a strong relationship between ownership of land and one's status in life. [Pomona itself was founded on the principle of bringing families out from Los Angeles to buy land and build homes in the Valley].

The neighborhood really is nothing more than the next extension of the house and family. It becomes the next level with which the individual identifies. Hopefully, if he identifies positively with his own personal home, he will also have a positive feeling toward his neighborhood. Since it is one step removed from the home, however, the degrees of positive or negative identification will not necessarily be the same. A person will probably feel more concern toward his own property or home than toward the neighborhood.

Beyond the neighborhood, a person's commitment drops off rapidly. He may feel he has less control over his community than his home; he becomes involved with the larger area on a less frequent basis and, therefore, has less of a feel or concern for it. In the Community Attitude Survey [1973], Pomona residents indicated that they felt very positively about their neighborhood, but less so about the community as a whole. Participants at the Community Workshops [spring, 1974] were able to deal much more effectively with their own neighborhood than the whole community in developing plans for the future.

There are, of course, numerous variables which affect the quality of the residential environment, and which, therefore, affect a person's psychological identification with his home. They can, however, be broken down into three categories.



The concerns of a majority of citizens do not go beyond their own property and that of their immediate neighbors.

First, as a consumer of housing, man has certain housing needs, although he is limited to a great extent in satisfying these needs by his income. Many persons have never been exposed to, and hence have never learned, the basic skills necessary to provide for having maintenance and a healthy environment for their families. Others simply lack the motivation or sense of responsibility to improve their surroundings.

Second, the house itself, whether it be a tiny one-room apartment or large estate, has an effect on the quality of the environment. The original quality of construction is an extremely important aspect, as it sets the tone for how long the structure might reasonably be expected to last. Continued regular maintenance can further extend the life and usefulness of the unit. As the community grows and changes, so also does the demand for certain types of housing; and, in certain areas, recycling the structure and/or property to a higher and more productive use is then necessary.

Finally, the quality of the residential environment is affected by the very condi-

tion and health of the neighborhood. The attractiveness of the neighborhood, the degree of regular maintenance, availability of support services such as schools, shopping, parks, proximity to work and the sense of cohesiveness of the neighbors, all affect the individual's psychological identification and sense of satisfaction.

None of the above is independent of the other. It is important to recognize that these variables represent a complex set of interrelationships. Any attempt to encourage a healthy residential environment will necessarily involve directing efforts simultaneously at all related factors.

## WHAT IS THE RESIDENTIAL ELEMENT?

Housing is everyone's responsibility. The challenge of providing housing is enormous and, to date, has been confronted by too few. It is easy to say that greater financial outlays should be made available through the Federal Government; but so far that has not proven effective and should not be viewed as a panacea anyway. What is going to be necessary is a more local commit-

ment. This commitment and involvement must come from a variety of institutions, state and local government, housing producers, mortgage lenders, community groups and, most importantly, the people. The latter is perhaps the most important, for it is the people who ultimately have the control. If they have confidence, if they display a sense of responsibility and motivation and if they make their voice heard, significant improvements, re-evaluation of priorities and re-allocation of funds can and will occur.

The Residential Element of the General Plan sets goals, objectives and policies to insure that the challenge of providing housing and maintaining it according to community approved standards is met. The Element states City policy in three areas, each related to shelter: the housing consumer; the condition and appearance of the residential structure; and the overall residential environment.

## GOALS OF THE RESIDENTIAL ELEMENT

### Goals for the Consumer

To guarantee that every citizen has an equal opportunity to obtain the housing of his or her choice which is within their means; that residents of Pomona have a sense of responsibility and pride toward their home; and that homeownership is encouraged.

### Goals Regarding the Physical Structure and Appearance

To assure a good choice of housing to the consumer through location, price, type and style; to assure livability in structures that are safe, attractive and well maintained; and to recycle those residential structures not presently suited for housing.

### Goals for the Residential Environment

To promote the concept of attractive, quality residential environments that meet the individual, social, cultural and personal needs of the residents of that area; to assure adequate delivery of services, facilities, access and circulation; and to develop a community sense of pride and togetherness among the many neighborhoods.

## MAP 1 RESIDENTIAL DEVELOPMENT

DECADE DEVELOPED

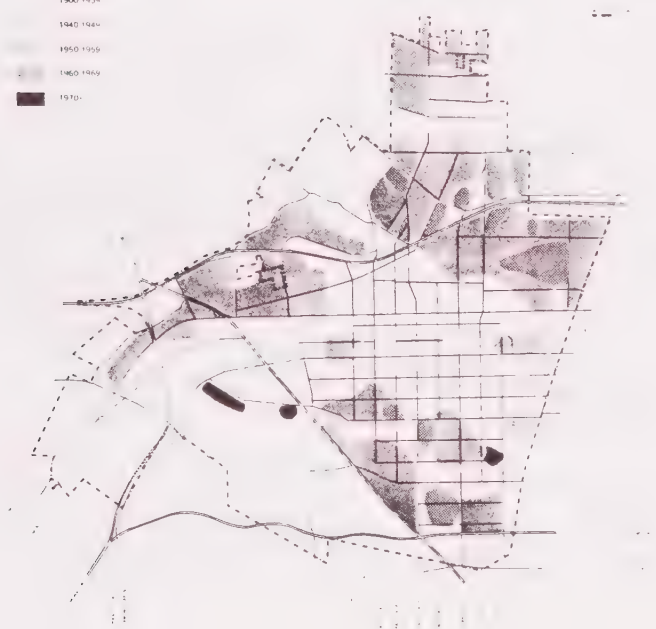
1900-1929

1930-1949

1950-1959

1960-1969

1970-



## RESIDENTIAL

### BACKGROUND

The quality of Pomona's future housing stock will depend, in large measure, on the individual's concern for his housing and neighborhood, on the condition of the present housing, how much of it there is, and how long it might be expected to last.

Growth in Pomona was unhurried; it took over 50 years [from 1887 to 1941] to expand from 2,500 to 25,000 in population. During that time, 7,575 homes were built within the city limits.

In the 1940's, citrus groves still covered vast sections of the community. But the development that occurred during the fifties and sixties [over 16,600 homes were built] all but eliminated the groves in Pomona. One by one, groves were removed to make way for more subdivisions and more people.

The housing growth of the early sixties was predominantly in multiple family units. Single family residential growth during the sixties was characterized by a good deal of "infilling" [development of vacant parcels not on the fringe of the community]. There were no large-scale residential developments in the latter part of the decade.

This rapid building during the sixties produced an "overbuilt" housing situation, both in single-family homes as well as multiple units. The supply of housing far exceeded the demand.

There are still large areas of landlocked vacant land in south Pomona because of the difficulty of assembling large enough parcels for subdivision. The only open vacant land readily available for residential development of any size is located on the western edge of Pomona in the recently [1968] annexed Phillips Ranch.

Pomona has been, and continues to be today, predominately a community of lower density, single-family, detached homes. In 1970, single-family homes totaled 73% of the entire housing stock in the community while multiple units amounted to only 24%.

Single family homes were developed over the years, starting in the present downtown area and then spreading outwards. Multiple family developments [representing medium and higher densities] followed somewhat the same pattern. Multiple family development has, however, been concentrated near the major thoroughfares. Mobile homes have been a part of Pomona's housing stock

for many years. In January, 1973, there were 1189 occupied mobile homes in mobile home parks.

The opportunity to own one's home is becoming more and more difficult. This is evidenced partly by the fact that, in general, the percentage of people who own [or are buying] their own home in Pomona, as well as throughout Southern California, is decreasing. For the first time ever, in Los Angeles County, the percentage of homeowners [49%] is less than those renting [51%]. In Pomona, however, homeowners still outnumber renters 57% to 43%. The black population of Pomona appears to be "homeowner" oriented. In 1970, 63% of the black-occupied housing was owner-occupied; 49% of the Mexican-American-occupied housing was owner-occupied.

Housing values in Pomona tend to be somewhat lower than surrounding areas. In 1970, the median house value in Pomona was \$17,470.

There is a wide variety of good, standard housing at a broad range of prices available in Pomona. Low and moderate priced homes are found in most parts of the City. The lowest priced homes are usually older houses located near the downtown area and south of the Civic Center. The majority of medium and higher priced homes tend to be located north of Holt Avenue and in the Ganesha Hills.

Rental housing in Pomona accounts for 43% of the total housing stock. Multiple family rental units comprise 23.5% of the housing stock. Interestingly, 30.4% of all single-family homes in Pomona are renter-

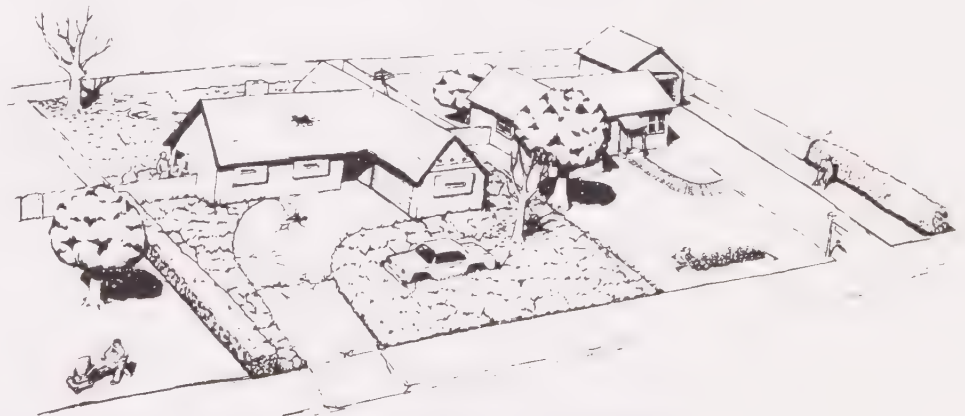
occupied. This is somewhat higher than the average for surrounding communities.

The existing housing stock is in basically good condition with only one-half percent designated to be substandard. For a more complete description of the physical state of housing in Pomona, see "The Profiles", Volume 1 of the Comprehensive General Plan.

### Residential Issues

Pomona, in the last ten years, has undergone tremendous changes, both physically and socially. While these changes have been perhaps most strongly reflected in a shifting population composition, its effects are equally manifest in the City's housing. These changes have influenced the amount of new construction and the amount of demolition. They have influenced the pace and location of housing deterioration and abandonment. And, as a result, efforts toward rehabilitation have also been affected. While not all of these changes are completely understood they are under constant study and many trends are becoming more and more obvious.

Perhaps the most important and critical issue facing the community is the sometimes poor physical appearance of some residential areas. Abandoned houses and apartments, unkept yards, trash, weeds, inoperative vehicles, graffiti, and poorly maintained dwellings are on an increase and are common throughout these areas of Pomona. In the northeast, at the intersection of Towne Avenue and Arrow Highway, the near complete vacancy of a neighborhood shopping



Abandoned, boarded-up, or repossessed houses can be very detrimental to the surrounding residential environment.





Fine old homes have been lost and quiet residential areas destroyed as too rapid growth caused an inability to control the direction and quality of development.

center consisting of two supermarkets and auxiliary shops has occurred leaving only the deteriorating structural shells as a detriment to the surrounding residential environment.

Many reasons for the poor appearance of properties and neighborhoods, of course, exist. In some cases families have just "given up", they stop maintaining their property and the house becomes little more than shelter from the weather. They become more bitter all the time; they try to sell their house but cannot find a buyer. In some neighborhoods there may be a predominance of first-time homebuyers who, because of limited funds and/or their prior housing backgrounds, have not been exposed to all the necessities and complexities of maintaining a home. Through no real fault of their own and little or no help from neighbors, the property deteriorates. Still others choose to live a lifestyle that does not concern itself with or meet with the "community approved" appearance of property.

Particularly true in the southern parts of Pomona, Community Workshop participants felt that one reason properties were so poorly maintained and managed was that they were owned by absentee landlords, by persons who lived outside Pomona. Many of these are apartments; many have been neglected and some have become abandoned. Some are occupied illegally by squatters.

One of the most pressing problems facing the City in the late 1960's and early 1970's was the alarming increase in the number of abandoned and repossessed homes and apartment buildings. This was unanimously

stated by the Community Workshops, the Community Attitude Survey, the Committee for the Future and the General Plan Advisory Committee. These houses are readily identifiable throughout the community by the plywood boards covering the windows that are intended to secure them from vandalism.

In the Fall of 1973 it was estimated that 800 of these boarded-up houses existed. Approximately 450 houses were under control of the United States Department of Housing and Urban Development/Federal Housing Administration. Some neighborhoods exhibited high percentages [approaching 20%] of abandoned, boarded-up or repossessed houses. Vandalism, fire and health problems are always a danger in these areas along with the deteriorating physical image these units impose on the neighborhood.

Repeatedly, the Community Workshops expressed the need for neighborhood service and/or recreation centers. Many services could emanate from them. Local community police or guards, responsive to neighborhood needs, could locate here. Ethnic and cultural arts and crafts classes and festivals could locate here. Local representation could take root here, be responsive to the community, and act as its interface with other neighborhood centers and City government. Counseling of all sorts could take place here.

#### Residential Opportunities

On the positive side, housing in Pomona offers a tremendous opportunity that, to

date, has been largely forgotten in the more newsworthy dialogue about problems. Rather than dwelling on the negative, Pomona should seize upon the opportunity to play up the fact that most of the neighborhoods are well maintained and abundantly landscaped with fine mature trees, shrubs and flowers.

The existing housing inventory is one of Pomona's greatest assets and offers opportunities to build strong neighborhoods as the present movement of families becomes stabilized. The segment of the housing stock in Pomona which is ten to twenty years old, for the most part consists of better built homes with greater potential value than new homes. This is because in new housing, oftentimes, quality has been cut down in order to compensate for spiralling construction costs. With proper care and upkeep, older homes can be made to last a long, useful life. The Community Attitude Survey revealed that one of the major reasons people moved to Pomona was because of the good supply of moderately priced housing. The Community Workshops recognized that one of Pomona's greatest assets and potentials is her residential areas. Participants felt their neighborhoods were pleasant places to live.

Housing in Pomona is, on the whole, well built. Surveys of housing conditions have found that less than one-half of one percent {0.5%} of all the dwelling units in Pomona should be considered substandard or hazardous and in need of demolition. This is an extremely small amount for such a large and diversified community. It is



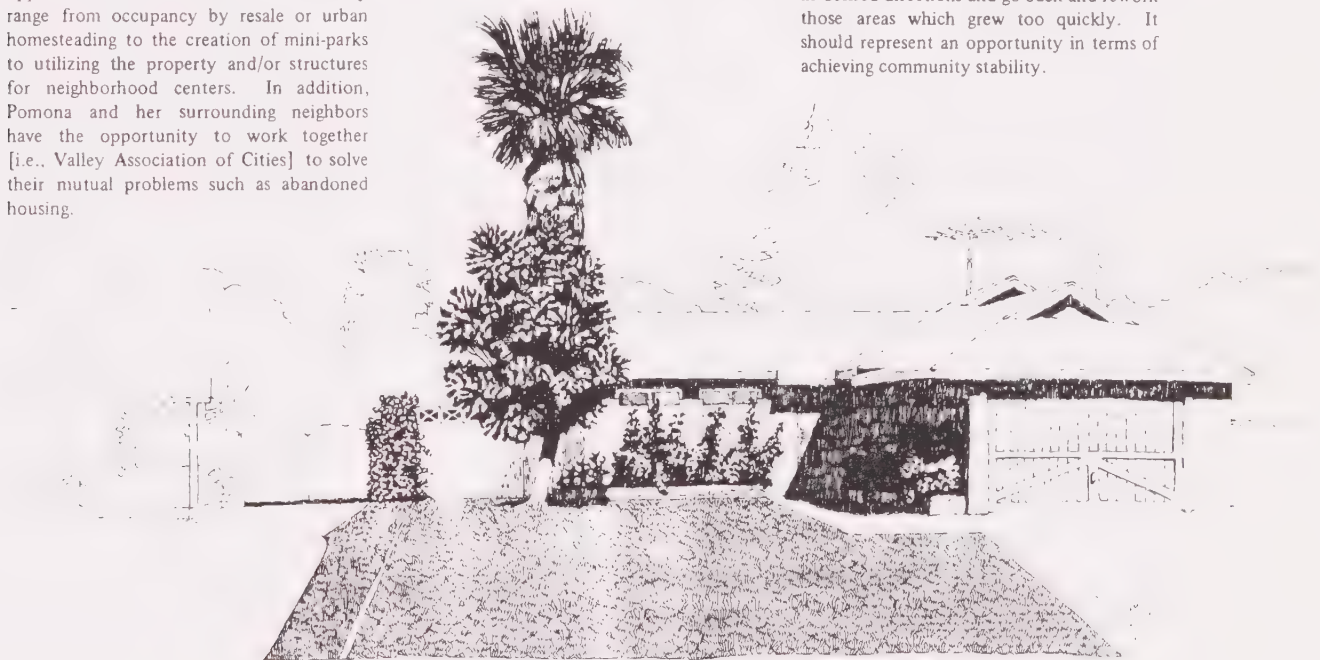
testimony to a strong program by the City which has, over the years, demanded compliance to Uniform Building Code standards with vigorous inspections of housing — throughout the community.

In some areas of the City, where a high percentage of vacant housing exists as a result of abandonment, repossession, or inability to sell or occupy the property, opportunities for revitalization exist. They range from occupancy by resale or urban homesteading to the creation of mini-parks to utilizing the property and/or structures for neighborhood centers. In addition, Pomona and her surrounding neighbors have the opportunity to work together [i.e., Valley Association of Cities] to solve their mutual problems such as abandoned housing.

The fact that population growth has slowed to a virtual standstill can be seen as an opportunity. This perspective will necessitate re-orienting thinking away from the "growth equals progress" philosophy formerly held so dear throughout Southern California. Indeed, it may well be that further uncontrolled growth now would pose a problem — in terms of the strain on the qual-

ity of the environment with its complex of attendant problems including pollution, energy shortages, land scarcity and congestion.

Too rapid growth in the past has presented problems resulting from an inability to control the quality of the development. Very slow growth, on the other hand, offers the opportunity to channel development in desired directions and go back and rework those areas which grew too quickly. It should represent an opportunity in terms of achieving community stability.



One of Pomona's greatest assets and potentials is her residential areas.



## POLICY FRAMEWORK

### HOUSING AND THE CONSUMER

#### Objective

A specific objective of the City shall be to guarantee that every citizen has the opportunity to obtain decent and safe housing according to his personal needs.

#### Policies and Programs

It is the policy of the City to support the efforts and the work of groups to guarantee equal opportunity in obtaining housing.

In the past decade, there have been considerable efforts to promote equal opportunities in housing. And housing legislation is now considered sufficiently broad enough so as to guarantee equal opportunity. The enforcement of the laws has proven to be the most difficult. Many volunteer groups now operate in the Pomona Valley with the express purpose of making sure potential homebuyers' and renters' rights to obtain housing are protected. The results of their efforts, while in many cases successful, have been modest compared to the magnitude of the task. The City recognizes the positive efforts of these groups and will support them in whatever manner possible.

It is the policy of the City to constantly monitor housing problems of different segments of the population and develop programs to alleviate those problems.

Before effective programs are implemented to assure equal opportunities or an adequate supply of housing, it is necessary to identify the housing consumer. It is necessary to determine what his or her housing needs are. It is equally important to know of any special problems that might be in existence which may hinder a household from obtaining needed housing. The plight of the low or moderate income household, the elderly or the handicapped is particularly critical. The poor obviously have problems with accumulating enough money for a down payment; or, if they already own their home, making improvements to their housing may increase their taxes beyond the point of what they can afford. The elderly have special needs, both in the type of housing itself and the location and availability of shopping and other specialized services and facilities. Likewise, the handicapped may have specialized housing requirements [i.e., grab bars in the bathroom, wider doorways, or wheelchair ramps].

While it is important to have a good understanding of the plight of the disadvantaged, it is also necessary to be aware of the

housing needs of the more financially well-off. They too have housing needs that might include: larger houses, swimming pools or other recreational facilities; homogeneity of the neighborhood social strata; neighborhood design and appearance. In addition to some existing higher income neighborhoods, as the Phillips Ranch develops, areas should be planned and developed with housing and amenities to specifically meet the needs of this income group.

It is the policy of the City to support programs to reduce the proportion of income spent on housing.

A general rule of thumb has been that the cost of housing [including maintenance] should not exceed 25% of the household's total income. The percentage may vary, depending upon area and household; but it represents a good, general guide. Unfortunately, it is not uncommon to find that lower income families in fact pay a much higher proportion of their income for housing, thus forcing them to cut corners and sacrifice on other basic necessities. Likewise, many middle and upper income households who prefer to live in Pomona are forced to live below their means or do without certain amenities in housing that they would like because they are not available in Pomona. This housing misallocation works to keep lower priced housing [and hence affordable by many low or moderate income households] off the market.

In an effort to start to alleviate this housing cost imbalance among the lower or moderate income Pomona households, programs such as urban homesteading and housing assistance payments should be considered, additional indepth studies be made of household expenditures, commuting distances to work and job training with the aim of providing more money for affordable housing [and thereby reducing the housing cost imbalance].

It is the policy of the City to support State or Federal legislation that may be applicable to specific housing needs in Pomona.

While the State and Federal governments do not represent a panacea for funds to improve the condition of housing, they do represent a resource that should be utilized



consistent with the goals and philosophies of the community. This would mean taking advantage of legislation aimed at improving housing conditions through tighter regulations as well as the use of grants to improve housing conditions or to provide direct or indirect subsidies to the housing consumer.

A specific objective of the City shall be to recognize that the rich diversity of people and lifestyles in Pomona is an asset that makes Pomona a more cosmopolitan and dynamic community providing a potentially fuller living experience.

It is the policy of the City to recognize diversity as a positive asset and promote ways to enhance that diversity.

As has been amply discussed in the "Profiles", revealed in numerous surveys, and brought out at the Community Workshops, Pomona is composed of many diverse people living many diverse lifestyles. This includes rich and poor, black and white and brown, youth and the elderly. This can make for a potentially much fuller living experience. Children become exposed to a multitude of experiences they might not otherwise have. Young adults are able to discover new outlooks and philosophies they would not normally perceive if they lived in a neighborhood or community of people all like themselves. Likewise, the elderly, through such associations, can also relive some of their past and, in many ways, feel more useful. This is not to say that each neighborhood should consist of a total mix of people and lifestyles; indeed, many people prefer to live in homogeneous areas. Rather, the opportunity for this mix to occur and the recognition that it can be a very positive experience for all should be encouraged. An example of where this is presently occurring can be seen in the area surrounding Lincoln Park in the center of the City. Here one finds well kept neighborhoods with a variety of house styles and prices as well as a good mixture of young couples, children and elderly and ethnic groups residing there.

A specific objective of the City shall be to promote a sense of responsibility and pride in one's housing; and to encourage homeownership as one method to create stability and responsibility within the neighborhoods.

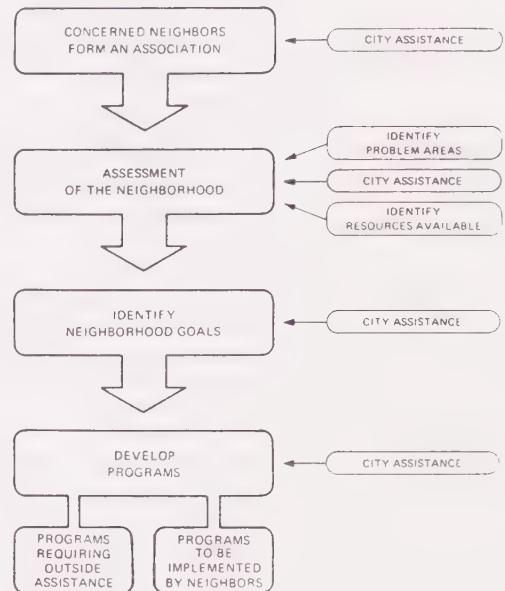
It is the policy of the City to support and assist in the formation of neighborhood associations.

Neighborhood associations are viewed as an important resource for making the City's residential areas more attractive, safe and cohesive. Neighborhood associations should be encouraged to form, particularly in those areas experiencing problems of physical appearance and neglect and adverse changes in the social or economic structure. Emphasis should also be made toward including apartment dwellers and house renters in these organizations. Neighborhood associations really act as the nucleus of self-help efforts to get residents to start talking to one another, to facilitate neighborhood cleanliness, to act as a "spokesman" before the City on neighborhood matters and, finally, to serve as a basis for grassroots participation in making decisions regarding the future of the neighborhood and the community. The City's role, in effect, would be as a resource partner providing technical skills, data and the application of pertinent government programs.

It is the policy of the City to support efforts to counsel homeowners in the meaning of homeownership and property maintenance.

It was discovered in the latter stages of some now defunct Federal Housing programs that some counseling services to homebuyers [particularly those first time buyers] would have been extremely beneficial; not only about upkeep, but also about financial matters generally. Often, new and especially young homeowners are thrust into a situation where, because of their prior housing backgrounds, they have not been exposed to all of the complexities of owning and maintaining a home. Landscaping may be a mystery to them — not knowing when to repaint, reroof, fix a leaky pipe or unclog a drain may hasten the deterioration and appearance. Difficulty with budgeting expenses, missing a mortgage payment, or the family's disillusionment with the neighborhood or the state of their own home, may hasten their decision to abandon the whole idea of homeownership. Since it is in the best interests of the community to have well kept attractive neighborhoods, the City accepts its responsibility and will assist and support counseling programs to alleviate some of these problems.

## NEIGHBORHOOD ASSOCIATIONS



It is the policy of the City to affirm that living in Pomona assumes certain responsibilities toward one's neighbors and the community.

While a diversity of people and lifestyles is affirmed to be desirable in Pomona, and an asset on which to build, it does not imply that "anything goes". On the contrary, within the framework of diversity is the concept of responsibility. Living in Pomona assumes certain responsibilities. Within the neighborhood, especially, there is a responsibility to everyone else in the neighborhood to maintain one's property to at least acceptable minimum standards. There is the responsibility to live a lifestyle which is not detrimental to others. For example, the repairing of numerous automobiles in the backyard or keeping of poultry or other livestock in an otherwise quiet residential area is not appropriate.



*It is the policy of the City to endorse the institution of homeownership because it establishes a sense of commitment to the community.*

Our American society was built partly on the principle of the private ownership of land. Ownership of land has meant a certain status in life. Thus it becomes a source of pride and pleasure to maintain and have a good house, and to improve one's surroundings. The other benefit of land ownership is the potential for increased valuation of the land and improvements. This increase can come about because of many reasons, but it is basically dependent upon one's neighbors also maintaining and improving their property to acceptable standards. Sometimes to accomplish this one neighbor has to convince another to maintain or improve his property and, perhaps, through participation in his government, encouraging the passage of laws guaranteeing at least minimum maintenance. In any event, the ownership of land and home has meant having a stake in the community if for no other reason than to protect one's investment. This is a good concept and should be encouraged.

*A specific objective of the City shall be to provide effective coordination with other agencies in the regional housing market to insure that housing needs for all are met.*

*It is the policy of the City to provide necessary input and support valley-wide, county and regional efforts to improve housing conditions in Pomona.*

Pomona, by herself, cannot provide for or control every aspect of housing or solve all of housing problems. Pomona is a part of a local housing market that encompasses the greater portion of the Pomona Valley. The Pomona Valley housing market is, in turn, part of a larger regional market in Southern California. The local housing market may provide a complete range of housing opportunities, while a particular community may provide only one specific part of it or a variety of all. Coordination with other agencies would eliminate overlaps and, to a certain extent, insure a balanced distribution of low and moderate income housing throughout the market area.

## PHYSICAL STRUCTURE AND APPEARANCE

*A specific objective of the City shall be to encourage the maintenance of good, standard housing, the rehabilitation of housing that is blighted, the recycling to the highest and best use of housing that is no longer suitable for its present use, and the preservation of homes that recall the cultural or historic heritage of Pomona and the valley.*

*It is the policy of the City to encourage the maintenance of the existing housing stock in a standard condition and to investigate programs, and innovative methods of providing financial assistance for rehabilitation to persons who cannot afford to obtain loans through conventional means.*

Pomona's existing housing stock represents one of the community's greatest assets and offers an opportunity to develop strong, cohesive and viable neighborhoods. It represents a vast reservoir of good, standard housing for future generation. The homes built in Pomona ten to twenty years ago, in many cases, are better built than new ones. With the proper care and upkeep there is no reason why these homes cannot last a long and useful life. In addition to the degree of quality, housing in Pomona, including rental units, is moderately priced. This means that not only can one obtain housing that is of good quality, but at a moderate cost. This housing should be preserved at all costs. It is the policy of the City, therefore, to encourage maintenance of properties and to develop programs to assist the disadvantaged in the maintenance of their homes. As previously mentioned, the encouragement of neighborhood associations might be a vehicle to encourage, indirectly, better maintenance of properties. Counseling sessions on maintenance procedures, needs and equipment should be explored. Tips on finances, maintenance and equipment (i.e., through the Public Library) should be made available for distribution. New innovative financing methods should be explored, and those that meet the needs of Pomonans should be recognized and supported.

*It is the policy of the City to investigate ways to preserve historically significant residential structures and older homes that have been well maintained over the years, as they lend a feeling of stability and character to the areas in which they are located.*

At one time, the entire length of Holt Avenue was lined on both sides with large, gracious homes. Today only a handful remain, sandwiched between gas stations and used car lots. Throughout the City there are still many fine old homes, many in which the original owners still live. Others have passed through many owners and families. The greater number of these older homes, however, is still being maintained in very good condition. As such, in these days of rapid change and the "throw away" society, these fine old homes represent a tie back to Pomona's early history; they offer stability and give the area character. Today these older homes can, with proper care, still count on a number of years of providing comfortable housing. Many of these older homes that have declined in value and have not been properly maintained over the years could be rehabilitated to provide pleasant living environments, meeting the economic and space needs of the moderate and low-income families. In addition, because of Pomona's historic and cultural heritage, there are several older residential structures that should be preserved, restored to their original stature, and opened to the public.

*It is the policy of the City to monitor housing that is reaching the end of its physical and/or economic life, to insure a speedy and orderly demolition, and to suggest ways to reuse the property.*

Inevitably, a certain percentage of housing each year reaches the end of its physical or economic life. A structure may reach the end of its physical life when it is allowed to become so rundown and neglected as to create a safety hazard for its occupants. A situation like this can occur with either owner-occupied or renter-occupied housing. However, the situation has been identified as being more critical with older rental housing in which the landlord is merely "using" the property as a rental until he can redevelop it more profitably. Structures may reach the end of their economic life when it becomes more profitable to convert them to

another use or demolish them and rebuild, either as the same type of use or for some other land use. For example, along Mission Boulevard several houses are being used as marginal retail stores or offices with little or no effort to conceal the fact that they were originally meant for residential purposes. Situations like this can be observed throughout the City.

*It is the policy of the City to continually monitor national, state and local area trends regarding supply and demand and innovation of housing techniques.*

Constant monitoring of housing activity and trends will help in the determination of the right type of housing for Pomona. In addition to monitoring housing trends on the larger scale, it is equally important to maintain a continuous contact with the citizenry during the process of preparing and reviewing housing plans to insure that their needs are being met.

*A specific objective of the City shall be to work diligently toward the elimination of repossessed, abandoned and boarded-up housing*

*It is the policy of the City to encourage the earliest possible reuse or demolition of boarded-up housing.*

Boarded-up houses do not look good in a neighborhood. No manner of decorative boards or grillwork over the doors or windows can disguise the fact that a house has been vacated; and until the paperwork is processed and the house put back on the market, it is "boarded-up". The presence of a boarded-up house in a neighborhood can be very detrimental; it can be a target for vandalism, firebombing, or a breeding ground for insects and other health hazards. A boarded-up house has a psychological effect on the neighborhood; to some it may signal that this is the beginning of the end of his investment, to others a sign to sell out as fast as possible, and finally others may simply give up trying to maintain their own property. Eventually this results in the deterioration of the neighborhood and the bringing down of its image; it also results in the whole community image suffering. For these reasons and many others, it is important to reduce the number of boarded-up houses as rapidly as possible. The City is vitally concerned about this number one problem; and it is, therefore, the policy of

the City to do everything in its power to encourage the demolition [if conditions warrant] or reuse of the house and property.

*It is the policy of the City to support and participate in efforts to reduce the number of repossessed, abandoned and boarded-up housing in the Pomona Valley.*

Not only do boarded-up houses in the community result in a poor appearance and image, but as the problem affects other surrounding communities too, so also do their individual images suffer. Ultimately, the image of the whole area will suffer. Also, as an individual city, there may only be limited resources available to solve the problem. If several cities, with the same problem, band together, many more resources may open up. It is, therefore, to Pomona's advantage to support and participate in efforts by valley-wide associations to solve the problem.

*A specific objective of the city shall be to assure that housing location adequately considers seismic and geologic hazards, ecological factors and relationships to park, recreation and open space opportunities.*

*It is the policy of the City to continue to enforce laws and ordinances relating to seismic safety, geologic and ecological considerations strictly.*

Three minor faults have been mapped within the corporate boundaries of Pomona. These faults are "young" and the possibility of future movement cannot be disregarded. The greater seismic hazard to Pomona, however, is posed by the potential ground shaking caused by major earthquakes originating in one of the nearby major regional fault zones. While there is a danger to single family and low-rise residential structures, the greater threat is to the safety of taller buildings. As the central portions of the City continue to develop in intensity, with taller buildings [which may include residential uses], the concept of seismic safety becomes more critical. As a result, the City shall continue to enforce the highest building design and construction standards to mitigate against seismic hazards. The City shall cooperate, also, in whatever way possible to inform the general public of seismic hazards.

The City presently requires soils tests in areas of known soil related hazards. Particularly in the hilly areas of Pomona, where there is the possibility of land slippage, every effort to minimize cut and fill operations should be made. Likewise, landscaping, to further minimize the land slippage and erosion threats, should be required.

Ecological factors [the total sum relationships of man to his environment] are important in planning new housing



in the community. Evaluation of ecological factors and/or hazards shall continue to be heavily stressed in the environmental impact report process.

*It is the policy of the City to encourage the location of new planned residential developments such that there is convenient access to park, recreation and open space facilities.*

Increasingly, as Americans have more leisure time, it becomes important to provide the opportunity for a variety of recreational activities to occupy that time. Within the residential areas of the community, parks and recreation opportunities and open space have a special meaning. Primarily, they are intended to serve the immediate neighborhood, unless specifically located or designed for wider usage. A single citywide concept for the design of neighborhood parks or recreation facilities should not be attempted. Rather, the diversity of neighborhoods should be recognized. Specific neighborhood planning should be the method of determining the types of facilities and services best suited for the neighborhood.

## RESIDENTIAL ENVIRONMENT

A specific objective of the city shall be to support neighborhoods that seek to be different: To promote, within each neighborhood, the development of a strong sense of identity, cohesiveness and individuality; and, finally to develop a community sense of togetherness among the community's many neighborhoods.

*It is the policy of the City to support neighborhoods that seek to be different so long as it does not detract from the livability of any surrounding areas.*

The City supports the concept that some people, whether it be for social, economic, ethnic or other reasons, may wish to live in the same neighborhood. This is not seen as being detrimental if: the phenomenon is a voluntary association; no one wishing to live in the area is excluded and; the livability of any surrounding areas is not lessened. In fact, the City recognizes this diversity and individuality as being very positive. The Mexican-American barrio is an excellent example of this

type of living condition. Here cultural and family ties have brought families to live in one area for several generations. Some neighborhoods have a high percentage of elderly residents; still others are composed of all age groups. Likewise, just as there may be neighborhoods in which lower or moderate income households may choose to live, a neighborhood of predominantly upper income families is also seen as a viable interpretation of this policy.

*It is the policy of the City to encourage and support grassroots efforts at the development of a sense of cohesiveness and identity in neighborhoods, and to develop a sense of togetherness among the community's many neighborhoods.*

A major concern has been that there is not enough two-way communication or caring going on between neighbors. It has been found to be true that as communication and helping one another increases, a sense of cohesiveness will begin to form. Neighbors watching out for other neighbors and their property may result in an increased sense of personal security. As neighbors continue to interact and share their concerns and aspirations for the neighborhood, a positive sense of identity and concern for the neighborhood should begin to form. Other factors might also stimulate this sense of identity: a locational reason, architectural style or age of the homes or occupants. Whatever the reasons, increasing the sense of identity in a neighborhood represents a positive step toward creating a better, more liveable community.

Equally important as the fostering of neighbors working together is the larger notion of inter-neighborhood cooperation regarding mutual concerns. It may be that problems and concerns seemingly peculiar to one neighborhood really are not. For example, because of the non-subdivision type of development patterns, large portions of the southern part of the community are deficient in street lights. In this case, several neighborhoods are affected by an area-wide problem. Lack of public transportation is another example of a problem that may concern several neighborhoods. To solve them will require the combined efforts of all the areas affected.





The City's policy is to work with neighborhoods wherever possible to bring about solutions to common problems.

A specific objective of the City shall be to encourage safe, attractive and well-maintained residential areas that have convenient access to supportive services, provide good circulation and eliminate through traffic.

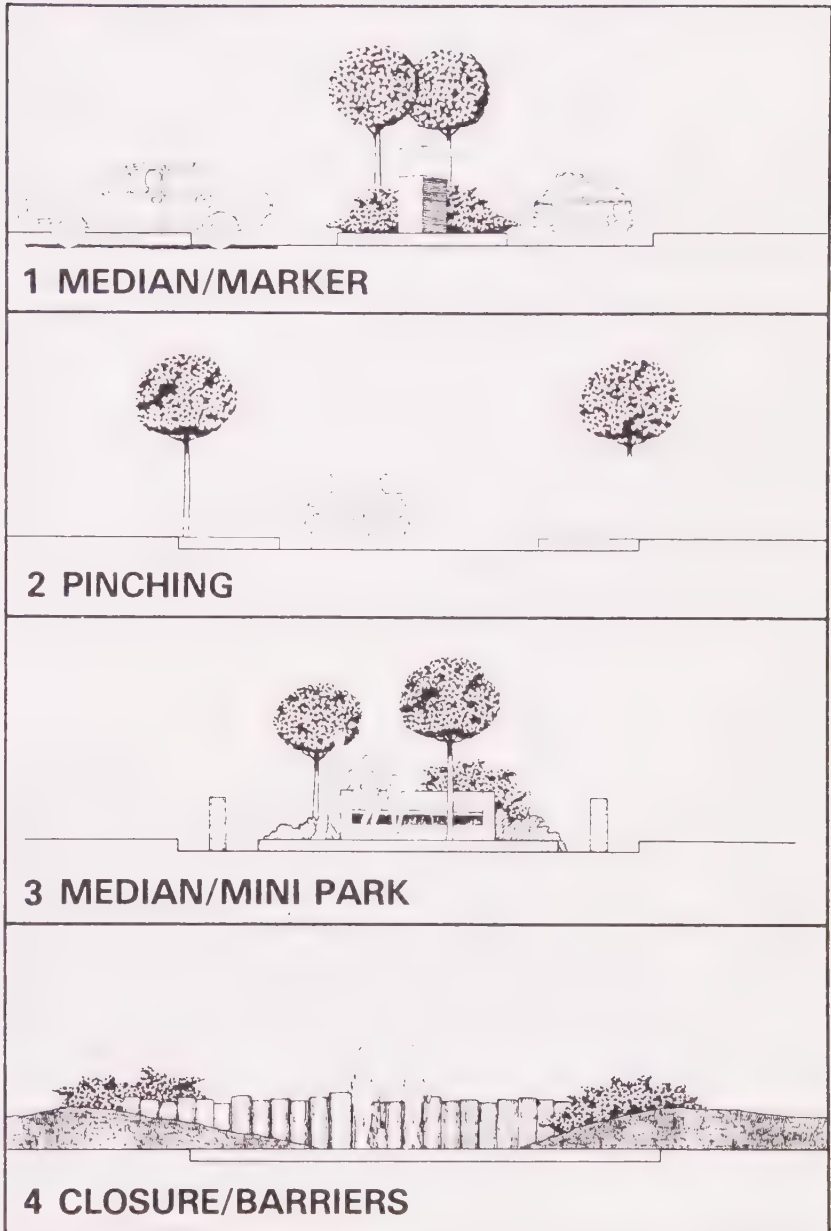
It is the policy of the City to investigate programs that will assure the continued maintenance of existing neighborhoods.

The housing inventory is one of Pomona's greatest assets. Likewise, the quality of most of the community's neighborhoods is very good. Their quality and condition should be this generation's legacy to future generations. As maintenance of individual homes and other residential structures is very important, so is it equally important to assure the regular maintenance of the entire neighborhood. This denotes a responsibility of individuals, property owners, as well as the City. Individuals and property owners should endeavor to look after their own property while also sharing a concern for the general appearance of the neighborhood; the City has the responsibility for maintenance of public lands in the neighborhood [i.e., local streets, alleys, sidewalks and street trees]. In addition, through weed abatement, demolition of substandard or hazardous buildings, and sanitation and street sweeping operations, efforts can be intensified where needed. It is the policy of the City to insist on high standards of maintenance in residential areas; and where neighborhoods are starting to slip in appearance, to develop cooperative programs to help regain an area's once safe and attractive appearance.

It is the policy of the City to develop programs to protect the livability of neighborhoods, to prevent the intrusion of incompatible land uses, and environmental hazards such as noise, noxious fumes and through traffic into residential areas.

Throughout the Community Workshops and in the Community Attitude Survey, it became apparent that the people were satisfied with their neighborhood and identified positively with it. The obvious conclusion to be drawn is that Pomona's

## STREET CLOSURE/TRAFFIC INHIBITOR



See Design Element page 83 for plan views.



residential neighborhoods represent the most important single place in the community. As such, the livability of neighborhoods must be protected. This includes several areas of concern. For example, incompatible land uses tend to detract from the neighborhood. A gas station in the midst of a quiet residential area is an obvious example. Being downwind from uses emitting noxious fumes or odors can severely detract from an area's livability. Noise is increasingly becoming a concern. People living near major arterials or freeways need protection from the constant high noise levels. A properly designed residential neighborhood is one that has quiet residential streets and limits or restricts through traffic. Pomona has some particular areas of concern where residential neighborhoods abut arterial streets. It shall be the policy of the City to restrict through access in neighborhoods and develop programs to accomplish this.

*It is the policy of the City to continue to improve the delivery of City services and utilities to all residents and to provide for a range of commercial, educational, health, recreational, transportation and other services as needed within or in close proximity to residential neighborhoods.*

To enhance the livability of any area, there must be an adequate supply of services, conveniently available facilities and transportation. This does not mean that they all have to be located within the area, but rather they should be located such that a resident can get to them easily. In the development of specific neighborhood plans, convenient access to services and facilities will be important considerations. In areas designated for new residential development, special care shall be made to assure that there are adequate provisions for public and private services and facilities.

A specific objective of the City shall be to assure a balanced housing supply consisting of a variety of housing types and prices throughout the community, and to promote the growth of new residential development that will follow an orderly pattern consistent with the needs of the City and the regional housing market.

*It is the policy of the City to encourage the construction of new lower density planned developments.*

Maintaining a low density profile is a prime consideration in the provision of any future housing. Lower density develop-

ments should be considered to include single family and multiple structures on adequate sized lots which will result in a feeling of openness.

The only large expanses of vacant land left in Pomona are the Phillips Ranch and certain landlocked parcels in the southern parts of Pomona. It shall be the policy to encourage the development of these areas as planned lower density areas. The Phillips Ranch shall be developed with homes of the highest quality, cognizant of the environmental surroundings. Particular attention in the development of the Phillips Ranch should be given to maintaining the existing natural terrain. Housing should be designed to fit the natural contours of the land as much as possible.

A planned residential development ordinance should be adopted to implement development of this type of land use. Consideration should be given to modification of lot sizes and reducing street widths to provide for the preservation of open space and to keep grading at a minimum.

The Phillips Ranch is projected to accommodate a maximum of 5115 dwelling units. As private development plans become known, specific area plans should be developed to indicate how each plan relates to the overall Plan. Specific area plan land use designation and zoning regulations should be structured to permit the maximum densities allowable such that a balanced development of the Phillips Ranch can be achieved and the resulting environment meets the quality of life envisioned for the area.

There are many scattered vacant lots, previously subdivided for residential uses, but never developed as such. Utilization of these lots in residential areas for residential purposes is also encouraged.

*It is the policy of the City to be receptive to medium or higher density residential uses if properly located.*

While the basic objective of the community shall be to promote lower density residential uses, the City would also be receptive to medium and higher density uses depending upon the location. Certain high activity areas, such as in and around the central business district, near the Indian Hill Village Shopping Center on the east end of town, in the general vicinity of Holt Avenue and



Small mini parks can promote a sense of identity and pride and result in overall improvement of the neighborhood.

the Corona Freeway on the west, in the north near the intersection of Foothill Boulevard and Garey Avenue and in the south near the intersection of the Pomona Freeway and Garey Avenue should be considered for such uses. These might include condominiums, apartments, and the multiple use of buildings for both residential and non-residential purposes. The introduction of residential units in the central business district, perhaps even on the pedestrian Mall, is seen as a means of stimulating new life and activity that will be vital to the viability of the area.

A specific objective of the City shall be to monitor neighborhoods for early signs of neglect and deterioration, encourage the rehabilitation of neighborhoods that are declining and the orderly recycling of residential areas that have been determined to be no longer suitable for their present use

It is the policy of the City to monitor neighborhoods for signs of neglect and deterioration.

It is vitally important to be able to determine at the earliest possible time when a neighborhood is starting to decline from

neglect. Programs should be developed to monitor identifiable neighborhoods that may have already started to deteriorate and to head off those neighborhoods that may be just starting to slip downwards.

*It is the policy of the City to encourage and develop programs for the rehabilitation of older, but still viable neighborhoods that may be showing signs of neglect.*

Once the declining neighborhood has been identified, there needs to be immediately set into operation a plan whereby appropriate programs to remedy the situation can be activated. The people of the neighborhood, with the help of the City, should develop the necessary programs to arrest the problems

*It is the policy of the City to protect the character of viable neighborhoods prematurely zoned for other uses.*

Pomona now has many viable residential areas that have been zoned, prematurely, to some other use. While premature zoning to higher density [i.e., apartment type uses] has been the most common, other examples

of changes to commercial and industrial zoning can be noted around the City. Premature zoning [or rezoning] of existing residential areas is bad because it has invited speculation and deterioration, as property owners lessen the degrees of maintenance while waiting to be bought out by developers. In order to bring expectations of property values in line with reality, readjustment of zoning, permitted land uses and densities should be considered. These measures might also rekindle the incentive for property maintenance as the inflated potential is brought more into line with reality.

*It is the policy of the City to promote the orderly recycling of neighborhoods that no longer are suitable in their present use.*

It may be that certain whole neighborhoods, either now or in the future, may reach the end of their economic lives. When such a situation occurs, a plan for the reuse of the property should be carefully thought out and recommended. Included in their plan shall be provisions for assisting the affected households in relocating to other areas of the community.



Older, but still viable neighborhoods should be protected and encouraged to maintain a sense of identity and pride.



# Economic Development Element





# Economic Development Element

## INTRODUCTION

It has become apparent over the past several years that continued national economic growth and a high level of general affluence alone are by no means the panacea of "social ailments" they were once assumed to be. The old philosophy of growth for growth's sake alone is repeatedly being challenged by citizens' groups and political bodies all across the nation. A growing concern, and one specifically brought out at the Community Workshops, is emerging with regard to the quality of life to be found in Pomona.

Increasingly, people are becoming aware that growth is not enough; that the quality of life cannot only be measured in quantitative terms. As Pomona continues to grow and change, the primary issue for planning in the future becomes how to balance quantity with quality so that future generations of Pomona's citizens can enjoy a satisfying and comfortable environment. Additionally, the concept of "qualitative change" needs to be strongly emphasized in terms of economic development and the creation of a more attractive private investment "climate" in Pomona.

Improving the investment climate in the City goes hand-in-hand with one of the main underlying objectives of the General Plan—improving Pomona's physical and social image. The creation of an attractive climate for private investment must go beyond programs which merely attempt to attract new monetary investment. Pomona must address the image issue and develop programs aimed at improving the total City environment and instilling pride in the community. It is only when local businessmen and residents themselves are willing to personally invest in Pomona's future that others from outside the community will follow suit.

## WHAT IS THE ECONOMIC DEVELOPMENT ELEMENT

The purpose of the Economic Development

Element is to provide a framework within which the dynamics of "qualitative change" can be effective as related to business and industrial development in Pomona. To this end the Economic Development Element:

1. Develops new methods and strategies for the purpose of creating new opportunities for future economic growth and development within the community.
2. Presents development standards and criteria which will facilitate quality development within the community and which will assure that any negative environmental impacts of such development are minimized to the greatest extent possible.
3. Provides a framework to help the City and existing business and industrial areas develop policies and programs aimed at upgrading these areas where necessary to create a more efficient, aesthetic and effective use of the land.

The Economic Development Element is divided into three sections:

**ECONOMIC GROWTH** — deals with the overall economic trends and growth potential in Pomona; creating employment, increasing the tax base and providing additional goods and services. Policies are aimed at creating balanced growth and qualitative change.

**COMMERCE** — deals with three primary aspects of the business environment: [1] development of an orderly, well defined system of commercial and professional centers; [2] revitalization of Pomona's central core; and [3] upgrading the efficiency, convenience and physical appearance of existing strip commercial streets.

**INDUSTRY** — deals with industrial diversification, land availability, environmental factors and industrial recruitment. Policies are aimed at upgrading existing industrial areas and creating new opportunities for future industrial growth.

## GOAL OF THE ECONOMIC DEVELOPMENT ELEMENT

To promote a balanced and dynamic economic growth for Pomona with continued development of commercial, financial, professional and industrial services to assure the expansion of local opportunities and to promote a rising standard of living for all residents in a quality environment.

## ECONOMIC GROWTH

### BACKGROUND

The economic growth rate of a city or area is controlled by many factors, most of which operate at regional and national levels, beyond the influence of local governments. New economic investment is usually heaviest in areas of rapid population growth and in cities where major efforts by local government have proven successful in attracting new development. Since Pomona has not experienced a rapid increase in population, other positive actions will need to be implemented which can attract additional development and, thereby, increase employment and strengthen the City's tax base. The purpose of this portion of the Economic Development Element is to identify those areas within the economy which are presently retarding economic development, to formulate objectives and policies for future economic growth, and to recommend positive actions and programs to facilitate economic development.

### Economic Needs

Economic growth and development are important to any city for three basic reasons: [1] they provide jobs in the community; [2] needed goods and services are produced; and [3] such growth adds to the tax base of the community.

### Job Opportunities

First and foremost, economic development provides jobs for local residents and,

in essence, is the payroll of the City. The need for increased job opportunities cannot be overstated, especially for low and semi-skilled residents. To reach the goal of full employment, a labor market must have a dynamic economy where new opportunities are constantly available, where upward mobility is possible and new jobs are made available at entry level positions. An important factor, especially in recruiting new industry, is the matching of job skills of local residents with business or industry needs.

#### Variety and Convenience

Community Workshop participants expressed, many times, the need for greater variety [diversification] in both commerce and industry in the City. Specific needs stated were for more comparison type goods [i.e., apparel] in the downtown and for more quality restaurants. Within the City's industrial base there is also need for greater diversification.

Until recently, Pomona has depended quite heavily on aerospace industries. Cutbacks in government spending in this area have hurt Pomona. In part, the City's abandoned housing problem can be related to local economic problems caused by aerospace cutbacks in the mid-1960's. While the City and Chamber of Commerce have worked diligently in the past and have achieved some diversification of the industrial base, more effort is still necessary to further stabilize the City's economic and employment base.

Convenience and accessibility are also to be stressed in planning for business and industry. Shopping areas should be located with reference to type of goods offered and frequency of use. Accessibility throughout the community must be improved through circulation patterns and transportation systems designed to better serve the needs of shoppers and workers. This is especially needed in the downtown area which many people perceive as difficult to get to and use conveniently.

#### Tax Base

A strong taxing base [property and sales] is very important to the City because it is this economic base that produces the tax

revenues that pay for many desired City services. Residential, business and industrial uses are all taxed equally [business and industry also pay an additional inventory tax], but all do not generate the same need for public services.

A Municipal Cost/Revenue Study conducted by the Department of Community Development in mid-1974 indicated that, for the most part, single family residential uses did not produce tax revenues sufficient to pay for public facilities and services which they required. In other words, tax revenues from businesses and industries subsidize services to residential areas to a large degree. As the demand for additional City services increases, so must the means to pay for them. This might be accomplished in one of two ways. First, City property taxes could be raised to cover the additional expenses, but this usually is not well received by residents and could tend to send business and industry off in search of lower tax rates in other cities. The second alternative is to try to increase the taxing base of the community by promoting additional business and industrial development, but this approach can bring with it additional environmental problems which residents do not like either.

Pomona's total property tax rate, which includes city, county, schools, and special tax districts, is one of the highest among incorporated cities in Los Angeles County. It should also be noted that the 'city' property tax represents only a small portion of the total tax bill and it is therefore doubtful that the City could raise the rate significantly without doing considerable damage. But to attempt to become an industrial town is not the right approach either. What Pomona needs is a steady growth rate in the City's taxable base, tempered with environmental safeguards and sound planning principles to protect the residential and total environmental quality of the community.

#### Development Trends

The historical development of most older cities can be traced back to their early economic significance — a center for trade, a market place or an employment center. Pomona is no exception. Unlike some newer "bedroom" communities which are dependent on a larger urban center for employment and shopping, Pomona has

always been a "balanced" community offering a variety of employment, business and residential opportunities.

In its beginning, Pomona served as a business and market center for the surrounding population engaged in the agricultural industry. Pomona was also the cultural and social center of the Pomona Valley. As time passed, the dominance of the agricultural industry decreased and Pomona developed a manufacturing type industrial base. The City became an important employment center while the commercial base continued to grow into one of regional significance. The 1950's and early 1960's were Pomona's growth years. Over 16,000 new dwelling units were constructed during this time as people came to live in Pomona to be close to their jobs and families and to enjoy the many conveniences that living in a suburban city provided.

Today, Pomona is still the center of the Pomona Valley. Its businesses are supported not only by local residents but also by residents from surrounding communities who, in 1974, accounted for almost 40 percent of the City's total retail sales. Daily, over 20,000 employees come to work in Pomona, producing a wide range of products from hairspray to guided missiles and providing many necessary services for the region. Many regional business and governmental offices are located in Pomona adding to its importance as a major center.

This is not to say, however, that Pomona is not without problems. In recent years development has progressed slowly as population growth rates have decreased. High points of economic development generally run concurrently with peak population growth periods. This is true whether considering a large regional area or an individual city. In recent years population growth rates have declined in Pomona and likewise investment in economic development has seen a decrease. Retail sales figures increased slightly over 50 percent between 1961 and 1972, indicating the City is growing steadily. However, much more extensive development is occurring in areas of new population growth, such as Orange County. On a more limited scale, considerable economic growth has occurred in the communities surrounding Pomona, particularly in Chino, Upland, Alta Loma and Cucamonga.

In addition to the problem of a protracted population growth, Pomona also faces another problem relative to its age — deterioration. While this problem is not widespread at present there is evidence of both physical deterioration and economic obsolescence in the oldest parts of the City, especially in the central core area. The deterioration in itself acts as a major disincentive to private investment and serves to detract from the image of Pomona as a vibrant and progressive city. Many participants of the Community Workshops cited the deterioration of shops along the Mall and the shabby conditions found downtown as the number one issue concerning the City's image.

If these conditions continue, it will be difficult to maintain a dynamic economy unless new opportunities within Pomona can be generated to further stimulate new economic growth. What must be created in Pomona is an attractive investment "climate" which can offer effective competition to other cities competing for the same limited amount of private development capital. The development of such a "climate" must necessarily go beyond merely recruiting new monetary investment and include programs aimed at upgrading the City's physical and social image. The creation of a more positive community image and an attitude in which Pomona's own businessmen and residents want personally to invest goes hand-in-hand with the attraction of additional economic investment.

Current development trends in the region also have a great effect on Pomona's future development. Some recent trends apparent in Southern California are:

- the movement of retail facilities out of older downtowns and into large commercial centers on the new developing fringe;
- the clustering of industrial uses in park-like settings where amenities are numerous;
- the formation of single interest districts, such as automotive centers, medical services and fast food restaurants;
- the relocation of certain types of businesses, such as furniture stores or shoe stores, to commercial strips along major arterials; and
- the suburbanization of industry and

regional office headquarters due to more efficient access, especially near airports.

While some trends have proven to be a disadvantage to Pomona, others can work to its advantage. If Pomona is going to put a major emphasis on economic development, and it should, then trends which work in the City's favor will need to be capitalized on. Trends with a negative impact must be dealt with in new, imaginative ways.

### Existing and Potential Resources

Despite the influence of some negative local and regional trends there are still many opportunities existing in Pomona which are conducive to economic expansion. Existing resources should be more intensively utilized and potential resources redirected to work more effectively toward the City's economic policies.

Existing resources of the community include:

- Excellent freeway linkages and rail service, plus the nearness of Ontario International Airport, that make Pomona accessible from a vast region;
- an abundant local labor supply, especially blue-collar workers;
- a number of local educational facilities that offer technical and professional classes to develop skills to provide the area with almost constant additions to the labor force;
- many governmental agencies which are located in Pomona including federal, state and county offices;
- numerous outstanding medical services and facilities;
- a developed and well maintained infrastructure to serve almost any business or industrial need;

— abundant land for commercial and industrial expansion;

— a City government that is familiar with and has used the State redevelopment process in the past to assemble larger land parcels.

Potential resources for the further development of Pomona's economic and employment base center around two key objectives: [1] making the City more accessible from throughout the region; and [2] capitalizing on current regional development trends [described above] to make them work more effectively for the City.

The potential for making Pomona more accessible is good, at least in the long range. Continual expansion of the regional freeway and mass transit networks could make Pomona even more accessible. Further expansion of air transport facilities at Ontario International Airport would create a vital link between the Pomona Valley and other parts of the United States.

### POLICY FRAMEWORK

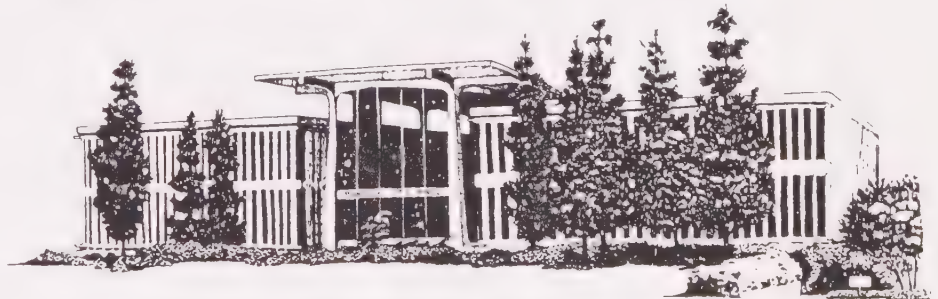
#### Objective

To stimulate a healthy economy in order to: [a] increase job opportunities, especially for low and moderate income residents; [b] provide greater variety and convenience in all types of development; and [c] strengthen the economic base of the City.

#### Policies and Programs

*It is the policy of the City of Pomona to encourage, with all means possible, the economic development and redevelopment of Pomona by the private sector.*

California State enabling legislation grants certain powers to the cities of the State which, when applied, can greatly facilitate





economic development in a community through private investment. In the past, Pomona has used its powers of eminent domain and powers granted to it under the Community Redevelopment Act of 1963 to stimulate redevelopment in the City's central business district. The City, through the offering of incentives, has been successful in promoting redevelopment in the core area and it is recommended that this type of redevelopment program be expanded to also include industrial and strip commercial areas which have become non-functional or under-utilized.

Another technique that could aid the development and redevelopment of the City might be the creation of a non-profit Economic Development Corporation [EDC] involving a partnership of private and public enterprise. The primary purpose of an EDC would be to recruit and work with developers interested in locating in Pomona and to buy up land, assemble developable sites and hold land in advance of development.

Under Pomona's present redevelopment organization, the City Council also acts as the Redevelopment Agency. In this capacity the Council is called upon to make many minor decisions on individual projects resulting in cumbersome, awkward and slow

procedures that are unsuitable in many development situations.

Because financiers and developers do not understand or accept the necessary delays which they incur when projects are brought before such bodies, they are often hesitant to deal with city bureaucracies.

The formation of an Economic Development Corporation could establish a body of competent community leaders, business people and citizens who are vitally concerned with the economic health and development of Pomona. The EDC could work closely with, yet separately from the City and the day-to-day politics and bureaucracy which are necessarily a part of municipal functioning. Through close cooperation with the City government, the EDC could work to fulfill the development goals and objectives of the City by channeling development where it can be most effective.

Along with the formation of a non-profit Economic Development Corporation, the City should create an Office of Economic Development within the Department of Community Development. Duties of this office would center around promoting economic growth throughout the City, aiding developers with the development of plans and processing plan checks, site plans and zoning through the various City depart-

ments and providing staff for the Redevelopment Agency. The Office of Economic Development would develop priorities for capital improvements programming and would make other resource allocation recommendations based on conformance to the overall economic development plans of the City.

In addition, other more specific Federal and State public works grants should be sought [as some have been already] to further facilitate the upgrading of subsurface systems [i.e., sewer and water lines] and the undergrounding of other public facilities [telephone and electric] throughout the City. While it may not appear at first that each of the various projects implemented by these grants is directly related to improving the overall private investment climate in Pomona, their combined upgrading effect can have substantial impact on the total City image and investment potential.

*It is the policy of the City of Pomona to provide adequate amounts of land for future development without sacrificing the character of the community and its environmental quality.*

One of the vital concerns of land use planning is the necessity to separate non-compatible land uses. Likewise, this necessity implies that the grouping of like or compatible uses into specialized districts is also appropriate. The Plan for Land Use develops this grouping of like uses into districts throughout the City for the mutual protection and benefit of all uses proposed within Pomona.

*It is the policy of the City of Pomona to promote increased job opportunities within the community.*

One of the primary objectives of the economic development program will be to attract new activities into the community in which human labor and skills are more important components than mechanized or automated production. This emphasis is particularly important in view of Pomona's high percentage [30%] of persons in the manufacturing category of the labor force.

The City will also encourage and participate in the strengthening and expansion of job training, vocational and adult education





programs to help develop a skilled labor force and to aid many Pomonans in obtaining better jobs. Immediate emphasis of job training programs will be placed on meeting the needs of underskilled and economically disadvantaged persons.

*It is the policy of the City of Pomona to place major emphasis on the recruitment of business and industrial enterprises which will further diversify Pomona's economic and employment bases.*

The City and other private agencies participating in the overall economic development strategy will selectively recruit activities which will effectively add variety to Pomona's economic base. Such an emphasis will not only aid in the further stabilization of the local economy but will also increase job opportunities and employee mobility.

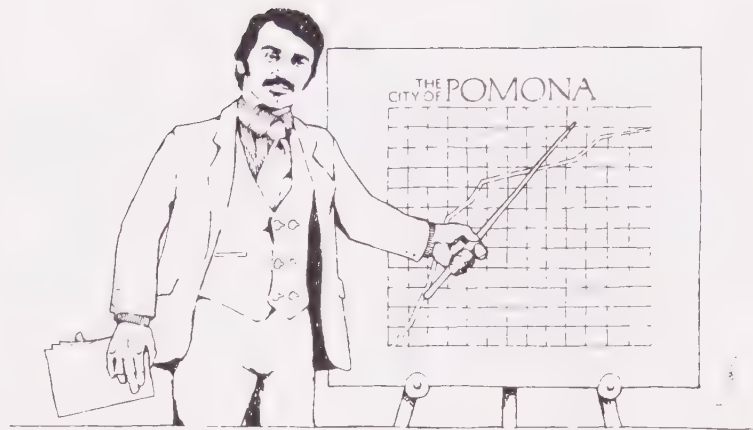
*It is the policy of the City of Pomona to place a major priority on improving the physical and social image of the City as it relates to the future economic growth of the City.*

Much has already been said concerning the importance of this major effort. The concept of "qualitative change" will be the guiding philosophy of economic development within the City of Pomona.

Programs which can have an immediate and effective impact on the creation of an attractive investment "climate" will be stressed throughout the economic development program. Specific programs will be prioritized according to their ability to carry out an effective economic development program.

*It is the policy of the City of Pomona to develop and coordinate Capital Improvement priorities according to criteria which further promote the economic development and redevelopment of the City.*

The Capital Improvements Budget is an effective tool in encouraging private investment and implementing development plans of the City. Priorities will be established within the Budget framework according to development needs, indicators of blight, existing and projected deficiencies, and social needs.



The use of "program" oriented fiscal budgets in all departments of City government also enable the establishment of overall development priorities. While not all department budgets directly relate to City development and redevelopment activities most are in some way indirectly involved and should be prioritized to reinforce a united economic development plan.

*It is the policy of the City of Pomona to recognize the redevelopment process as a vital tool within the broader framework of overall City economic development strategies.*

In the past, redevelopment efforts of the City have concentrated in the central core area exclusively. The redevelopment concept could be appropriate in other parts of the City where blight and functional obsolescence occur. The City should investigate other possible areas where the redevelopment process might be effective in arresting existing or potential blight and can aid in the overall economic development efforts of Pomona. The redevelopment process should not be used, however, if regular development of an area is progressing at an acceptable rate and in a manner that is consistent with the goals of the City.

*It is the policy of the City of Pomona to utilize specific area plans to further define and facilitate implementation of the General Plan, and as a tool of the overall economic development strategy.*

State enabling legislation permits the City to adopt specific plans and regulations concerning individual properties or groups of properties such as blocks or whole neighborhoods. Specific area plans should be developed for the purposes of: [1] regulating land use; [2] controlling building design and location; [3] satisfying open space requirements; [4] insuring proper street designs and [5] carrying out of General Plan goals and policies.

Specific area plans are adopted by the City Council, after recommendation of the Planning Commission, either by resolution or ordinance. When an area plan is used to further define goals and policies of the General Plan it should be adopted by resolution. When an area plan is adopted by City Ordinance it becomes a legally binding property development standard. In resolution form, a specific area plan may be appropriately used as another of the many implementation tools of the planning and development process.

## COMMERCE

### BACKGROUND

The maintenance of a healthy commercial base is important not only for the revenue derived from it but also because of the many jobs which are provided within the community and the great convenience afforded residents by their ability to purchase a wide range of products and services locally. Because of the vital nature of business activities in the City, efforts must be made to keep them viable and measures taken to help them remain within the City wherever possible.

The purpose of this section of the Economic Development Element is to respond to the needs of the City and the business community in terms of the use of land for commercial business and professional purposes. Basically, the thrust of this section focuses around the following needs: [1] development of a system of business districts and centers with emphasis on convenience and accessibility; [2] revitalization of the City's central core, especially the pedestrian mall area; and, [3] upgrading the efficiency, convenience and physical appearance of existing highway commercial areas and the development of strategies to deal effectively with newly proposed highway commercial areas.

A fourth need is inherent in each of the above; that is the need for the enactment of more effective development standards, especially for new development which can bring about an upgrading of the City's physical image.

#### Existing System of Business Centers

Business facilities in Pomona fall, generally into four broad categories: "convenience," "comparison," "specialty," and "office-professional." The categories each perform a different function than the others but are not mutually exclusive.

#### Convenience Goods and Services

As the name implies, convenience goods and services exist for the daily convenience of local residents. The goods and services in this category are those which are purchased frequently and are usually bought for immediate consumption or benefit. Typical examples of convenience goods are food, drugs, and sundries, while barber and beauty

and shoe repair and laundries are services which typically exist for the convenience of nearby residents.

It is a generally accepted standard that convenience goods and services should be spaced throughout a community so that residents have access to such facilities within a convenient walking distance. It is felt that one-half mile is the maximum one-way distance that a person can comfortably walk, and, therefore, convenience centers should be placed about one mile apart in residential areas.

Generally speaking, in Pomona, convenience shopping centers are well distributed in relation to the total population served. There are, however, several areas which are not located within a one-half mile radius of convenience-type goods or services. Most noticeable of these, because of its size, is the area just south of the San Bernardino Freeway in the middle of the City. Other deficient areas exist west of White Avenue and north of the San Bernardino Freeway, west of the Corona Expressway and south of Mission Boulevard, and in the southeastern part of the City. In addition to these areas, the closure of six supermarkets, three with adjacent stores, has left other service gaps in the community. Two areas where these voids are most noticeable are the most western part of the City and the area north of the San Bernardino Freeway and east of Orange Grove Avenue. Residents of these areas are forced to travel over one-half mile to seek convenience goods and services.

#### Comparison Goods

The category of comparison goods generally implies the existence of several commercial establishments in the same area which offer the same type, or closely related types, of merchandise. Goods in this category are less frequently needed than convenience goods, and it is therefore not necessary that this type of merchandising be available on a neighborhood basis. A service radius of three to four miles is generally needed to support a comparison-type shopping center which offers a wide variety of merchandise. Typical examples of comparison goods are: clothing, jewelry, furniture and appliances. Recent trends in commercial development seem to indicate that retailers of goods such as furniture and appliances are locating on major arterials in increasing numbers.

Pomona has two areas which function as comparison shopping districts: Indian Hill Village, and to a more limited extent, the downtown core area.

#### Specialty Goods and Services

Goods and services which are less frequently purchased than convenience or comparison goods and services, or have a very large market area, generally fall into the specialty category. Auto sales and service, florists, antique shops, and music stores are just a few examples of the many and varied goods and services found in this category. Establishments in the specialty class tend to locate along major thoroughfares in shallow, linear strips [commonly referred to as strip commercial] where they attempt to be as visible as possible to passing motorists. These businesses are generally self-sufficient in that they do not depend on customers of neighboring stores as do businesses offering comparison goods. As a result, this type of commercial development tends to generate many single purpose trips per establishment which can cause traffic and parking problems, depending upon individual property development.

Pomona has three major arterials which are considered highway strip commercial areas: Holt Avenue, Mission Boulevard and, to a limited extent, Garey Avenue north of Holt Avenue.

A fourth arterial, Indian Hill Boulevard, has been under heavy pressure to yield to further commercialization. Some zone changes from residential to commercial have been approved by the Planning Commission and City Council in recent years. In recognition of this trend, it was suggested by the Community Workshops that Indian Hill Boulevard be allowed to develop with commercial and professional uses, provided that the street was first improved with a median strip and landscaping and that strict development controls were imposed to upgrade the appearance of the street and protect remaining local residents from any ill effects of such development.

In some cases, different areas along these arterials are populated by related businesses and have become distinct commercial districts. Two such examples of this clustering of like uses occur along Holt Avenue and Indian Hill Boulevard, functions as an automobile sales and service district while the second, north along Garey Avenue

from Holt Avenue to La Verne Avenue, has a high concentration of medical and other professional and business offices.

#### Professional and Commercial Office Land Use

The concept of "balanced development" implies not only adequate provision of land for commerce and industry but also for professional and commercial uses. In Pomona, this concept is particularly important because of the City's role as the regional center for the Pomona Valley. Many public and quasi-public agencies have regional or division headquarters located in Pomona. A high concentration of medical and law offices exists in Pomona. This situation is due primarily to two regional magnets: the East District Superior Courts and Pomona Valley Community Hospital. Both of these types of facilities tend to attract like or related uses in their immediate vicinity.

Continued demand for law and medical office uses can be expected in the future as both of these facilities continue to grow.

#### Vacant Commercial Land

The Land Use Survey of 1973 indicated that only 32 percent of the commercially zoned land in the City was actually used for retail commercial purposes. Fourteen percent of this land was in residential use, 30 percent was distributed among other uses such as manufacturing, wholesale, services, and parking; and 24 percent of the commercially zoned land was vacant. The majority of the undeveloped commercial land was property located in the Phillips Ranch. Nineteen percent [92 acres] of the land zoned for highway commercial use was vacant. The highest concentrations of vacant land in this category were found in the western half of the City along Mission Boulevard and Holt Avenue.

It is an accepted fact that a sufficient ready-reserve of land for commercial purposes should be available at all times for future expansion. As evidenced by the percentage of vacant land already zoned for commercial purposes, it can be said that Pomona has such a reserve, and that the reserve is probably much larger than what is actually or potentially needed.

The Community Workshops expressed several times the need to limit further commercial development to existing areas.



Many parcels of land in Pomona have not achieved the potential their owners had hoped for.

The feeling of the Workshops was that the City has sufficient quantity of vacant and/or marginally used commercial land and that backfilling of these areas would provide ample room for commercial expansion in the foreseeable future.

#### Central Business District

In Pomona's early history, commercial activities were concentrated in the downtown area along Second Street. The street served as the major retail commercial center for the Pomona Valley. As the town and its population grew, new residential subdivisions were developed further away from the existing downtown area, and new demands were created for shopping facilities in closer proximity to the new residents. The need to shop downtown was further diminished by new outlying commercial shopping centers as well as by commercial expansion along major arterial streets. As this new competition continued to grow, demand for commercial space in the central business district declined. The introduction of a pedestrian mall rejuvenated business activity and, throughout the 1960's, the area thrived as one of Pomona's two regional commercial districts.

Today, the downtown finds itself unable to compete with the convenience, newness and aesthetic appeal of large, outlying shopping centers. Stripped of its novelty, the Mall no longer competes with the conven-

iences of access, parking, variety and comfort offered by large regional centers such as the Montclair Plaza and Puente Hills Mall.

Recent development in the central business district has indicated a noticeable shift in the economic function of the area. No longer a regional commercial center, the central business district is now showing signs of developing into a major regional, professional and administrative business center. Merchandising emphasis on the Mall is shifting away from comparison shopping, typical of large retail centers, to a greater emphasis on specialty goods. The general overall trend is toward a more sophisticated and urbane city center.

As non-retail type office and professional uses increase in the central core area, opportunities for retail shops, services, and restaurants will also increase. It is not expected, however, that the Mall area will ever become the strong regional retail magnet that it once was.

Plans developed by the Community Workshops envisioned the central core area as . . . "a dramatic focus in the center of the City and a source of civic pride . . . a city center providing entertainment and cultural activity and the convenient centralizing of administrative and legislative functions . . . a financial and business center where offices are conveniently grouped for efficiency . . . a place where people live and, in turn, give life to the downtown."



Numerous disorganized and competing signs along strip commercial streets are distracting to motorists and lose any advertising impact they were intended to have.



### Strip Commercial

Over the years, land uses along Pomona's major arterial streets have been developed through zoning regulations that have encouraged corridors of commercial uses throughout the City. This is not surprising, however, considering the age of the City, past development pressures, and the fact that a great portion of Southern California's arterial street system has been classified as one continuous ribbon of strip commercial.

In some cases, strip commercial areas are important in that they provide low cost space for businesses which could not otherwise afford to operate. Often such stores are large space-users, have low rent-paying ability per square foot, and are not able to locate in a higher cost shopping center. Also, a store may choose to locate on a major arterial street simply to attract the attention of passing motorists. Others, especially eating establishments, may locate in an area because of increased auto access. The concentration of auto agencies and auto-related commercial along east Holt Avenue provides a good opportunity to develop the area into a unified district and improve the aesthetics of the street.

Although arguments for the necessity of strip commercial development are good, it should be noted that such developments also bring with them inherent problems.

Often, structures used for commercial purposes were not originally designed for such use. The conversion of residential structures for commercial purposes not only results in poor appearance, but, generally, conversions are unable to provide adequate parking for the higher intensity uses. Where additional offstreet parking is provided, additional curb-cuts and drive approaches must also be provided. This necessarily increases the opportunities for right and left turns into, as well as out of, commercial establishments and dangerously interrupts traffic flow on arterial streets whose primary function is to carry traffic. Signing, also a noticeable feature accompanying strip commercial development, not only adds to the disorganized appearance of such areas but is often confusing and hazardous to traffic flow as each of the highway merchandisers competes for the attention of the passing motorist.

Workshop participants attempting to deal with these problems of efficiency and aesthetics concerning strip commercial districts suggested the following improvements:

- better sign control
- elimination of utility poles
- landscaped medians and street trees
- improved lighting
- additional parking

For the most part Pomona's strip commercial districts are viable and strong. Store vacancies are short-termed. To protect the viability of existing strip commercial areas, implementation of the above measures in the near future would be mandatory. More effective site development controls, especially concerning new development along major highways, would need to be enacted if the City is to upgrade its physical image.

### POLICY FRAMEWORK

#### Objectives

To create a systematic grouping of commercial and professional uses within the community whose location, type, and size is related to the kinds of goods and services available and the frequency of their need.

To revitalize the central core as the city's primary focus with a variety of uses including commercial, office, recreational, entertainment, cultural and residential.

To develop plans for upgrading the efficiency, convenience, and appearance of existing commercial streets and to develop design alternatives for future commercial development along major arterial streets.



## Policies and Programs

*It is the policy of the City of Pomona to provide adequate amounts of land throughout the community for the future development of commercial and professional uses based on convenience, need, and frequency of use.*

The provision of land for commercial and professional expansion is an obvious necessity if the City is to further develop its economic base and accommodate increased levels of service. The Plan for Land Use is the embodiment, in map form, of the policies of this and other sections of the General Plan pertaining to the use of land. The Plan for Land Use is a policy in itself in that it also states a definite position of the City.

In general, the Plan reflects existing land use patterns for commercial and professional uses. There is, however, one exception which deserves further explanation.

Garey Avenue, generally between Pomona Valley Hospital and Holt Avenue, will be encouraged to take on a more office and professional character. This district is in proximity to three hospitals, and is also one of the City's major entrances. Commercial uses, either compatible with or related to office and professional uses,

would also be encouraged provided that they are generally of low intensity [low volume of vehicular traffic].

*It is the policy of the City of Pomona to encourage the mixture of compatible land uses in concentrated high-activity areas where such mixture adds to the viability of the area.*

The combination of commercial, office, residential, and recreational uses into a single concentrated district can have a dramatic impact on the viability of an area. When people can live, work, shop and play all within a concentrated district an intense 24-hour character brings life to the locale.

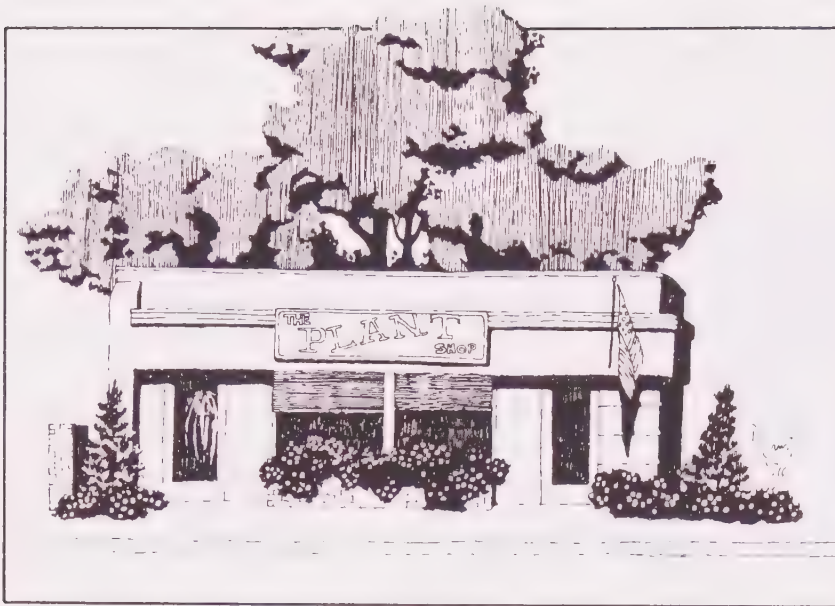
There are five areas in Pomona which are appropriate for this type of land use mixture [see Plan for Land Use, page 117]. The most obvious of the five is the central core area where much mixing of uses already exists. Additional residential development needs to be encouraged along with increased entertainment and cultural facilities. Another area which presently exhibits a high degree of use mixture and viability is the Foothill Boulevard - Garey Avenue district. A potential third high-intensity, mixed-use district exists at the juncture of Garey Avenue, the Corona Expressway and the Pomona Freeway.

Although very few commercial and office uses presently exist in this latter area, good access and future development within the adjacent Phillips Ranch provide opportunities for the further development of this area. It is intended that a regional shopping center will be developed within a portion of the Phillips Ranch along the Pomona Freeway. A fourth potential area lies in an area generally bounded by the Orange Freeway on the west, Temple Avenue on the south, Mission Boulevard on the east and Elephant Hill on the north. The final area is a small valley located at the intersection of the San Bernardino Freeway and Ganesha Boulevard.

Within these high-intensity, mixed use districts special care must be taken to avoid any unnecessary negative impacts of new developments on adjacent and other uses in the district. Specific area plans will be used to channel development into proper land use configurations.

*It is the policy of the City of Pomona to increase the efficiency and visual appearance of the City's strip commercial streets and to assure that new commercial and professional development along arterial streets is of such quality to add positively to Pomona's image.*



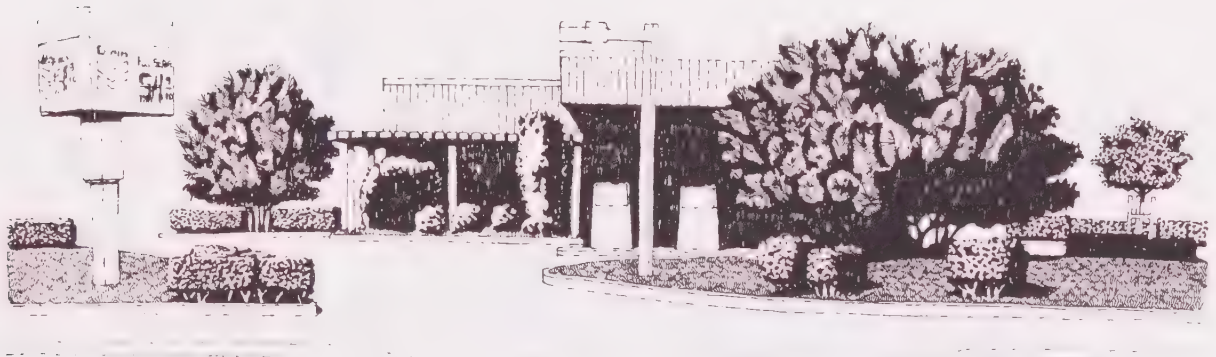


New commercial sites and remodeling of existing structures for commercial purposes should be compatible with existing surroundings and designed to enhance the overall appearance of the streetscape.

The Community Design Element addresses many of the aesthetic issues facing strip commercial development today. In addition, the Circulation and Transportation Element also deals with many of the traffic problems caused by development along arterial streets. Policies and program recommendations of these Elements which most effectively provide immediate solutions to the many problems of strip development will be emphasized.

*It is the policy of the City of Pomona to place major emphasis on channeling new commercial development into the central-core area which effectively strengthens the area's focus as a commercial and business center.*

The implications of this policy are obvious. Through the use of the redevelopment process, public works improvements, precise area plans, and other implementation tools, the City will encourage the revitalization of the Mall and entire Central Business District. While it is recognized that this will be a long, uphill process, the need is nonetheless still great. Feelings in the Community Workshops were strong concerning the need to concentrate major efforts in the restoration of the core area into a community focal point of civic pride.

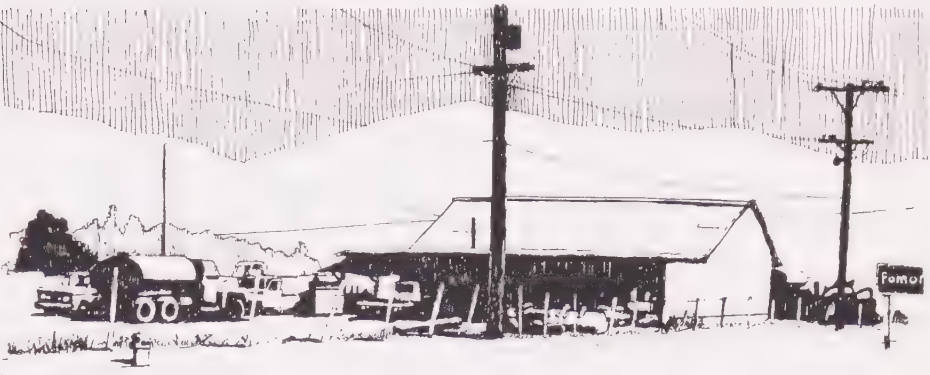


## BACKGROUND

The quantity and diversification of the industrial base of a city plays an important role in the economic strength and prosperity of the city. Not only does the industrial base supply needed jobs in the community, but industrial uses augment and strengthen the tax base as well. Heavy reliance on any one type of industry [i.e., aerospace, automotive] or category [i.e., durable goods] is not desirable though because the city's economy would not be diversified enough to recover from a major economic slump in that particular industrial specialization.

Related to industrial growth, the concept of "balanced development" implies the allocation of enough land to provide ample work opportunities, minimize commuter costs and maximize tax revenues while at the same time maintaining a high standard of environmental quality. In Pomona, all of these factors are important. Manufacturing jobs are important because the city has a high percentage [30%] of its work force employed in manufacturing-related jobs. Two-thirds of Pomona's total work force does not work in the city and, as a result, must absorb the high cost of commuting to other areas for work.

Industrial development also brings additional tax revenues through increased property values. In Pomona, with one of the highest tax rates in Los Angeles County, this is important because additional revenue



The negative visual impact of certain industrial areas needs to be overcome.

sources could lighten the City's total tax burden and stabilize or possibly reduce the tax rate. New industrial firms have a tendency to locate where taxes are lowest or other incentives are offered to counteract a high tax situation. In addition, industry also looks for a quality environment. With today's transportation and communication networks, modern industries are not tied to centralized locations and can afford to "shop" for quality sites.

### Industrial Land Use

The 1973 Land Use Survey determined that 1735 acres were zoned for industrial uses in Pomona. Of this amount, 567 acres

were vacant and readily available for industrial use. Of the four industrial land use zones in the City, the "heavy manufacturing" zone areas have the most available vacant land, 330 acres [43%].

Besides the vacant and readily available industrial zoned land, Pomona has a secondary reserve of about 500 acres. This land is currently occupied with uses which do not conform to the restrictions of the industrial zones. The largest category of non-conforming uses is residential. In 1972, there were 278 acres occupied by residential uses in the industrial zones. Some of these residential areas are in fact quite stable and show little potential for industrial develop-



It is important to assure that different adjacent land uses are buffered such that neither detracts from the other.



ment in the near future and should, therefore, be rezoned for residential uses.

Pomona has no glaring deficiencies in the immediate availability of industrial land. Even assuming the absorption rate of industrial land would double, it would still take until the year 2000 to use up both primary and secondary reserves of industrial suitable land.

Although Pomona has large areas of vacant industrial acreages, suitable for almost any size factory, often these large areas are divided into smaller parcels held by many different owners. This situation makes assemblage of large parcels difficult, and, in some cases, where particular owners hold out for a higher price, it makes assemblage impossible. Manufacturers seeking large sites for new developments are well aware of high costs of land assemblage and avoid this situation whenever possible. If Pomona wishes to remain competitive with other cities in the area, this problem must be solved.

There are four major industrial districts in Pomona:

- o The central industrial corridor between Holt Avenue and Mission Boulevard extending across the City, excepting the central area between Hamilton Boulevard and Towne Avenue.

This area straddles the Union Pacific and Southern Pacific Railroad right-of-way,

and industries in the corridor are served by spur lines from both main lines. A wide variety of heavy and light industrial uses is represented in the district. A majority of the City's non-conforming residential uses exist in this corridor. The majority of vacant land in this corridor is located in the western portion. In other areas of the district developed sites are small and most of the City's older industrial uses are within this area.

- o The eastern industrial corridor extending south from Mission Boulevard to the city limits and east of Reservoir Street.

This corridor straddles the Southern Pacific Railroad's Chino Branch line and is served by spurs extending from that line. The larger manufacturing plants in this area include trucks and sanitation vehicles, chemicals, wood and paper products, and steel fabricators. Like the central corridor, this area also contains a variety of numerous smaller industrial uses and many residential uses. Much of the vacant land in this district is divided into smaller parcels making assemblage of large developable parcels difficult. Programs must be developed to overcome this problem if industrial expansion is to occur in this area and the central industrial corridor where similar problems exist.

- o The Southern Pacific Industrial area located south of the Pomona Freeway

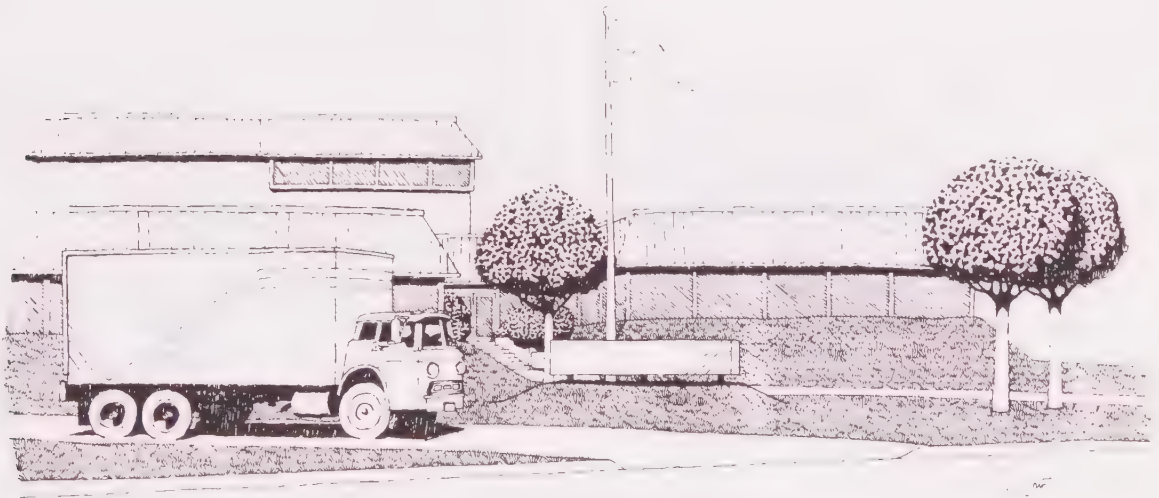
and east of the Corona Freeway.

Until 1968, this area was virtually undeveloped but now contains several large industrial uses: a cosmetics firm, a telephone manufacturing warehousing facility, and a chemical storage plant. There are no land uses in the district other than industrial.

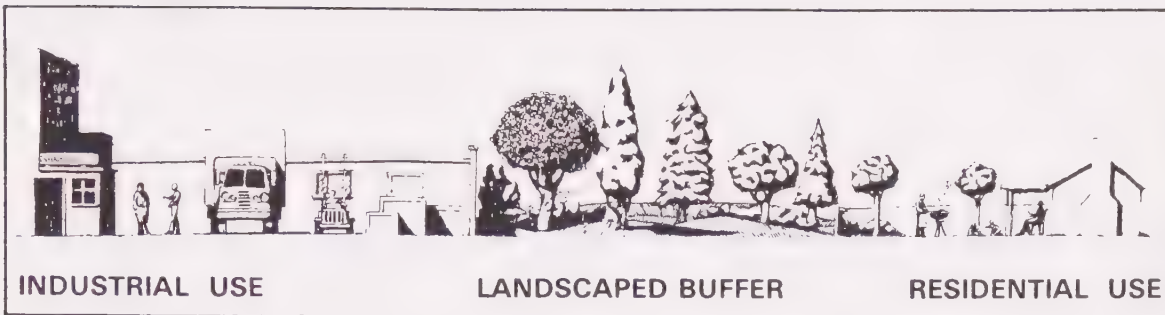
- o The northern industrial corridor, between the Santa Fe Railroad tracks and Harrison Street, extending the full width of the city.

The northern corridor is served by the Santa Fe Railroad and is characterized primarily by research and development type industries. Other existing uses in the area are: hospital, senior citizen housing, motel, and retail lumber. Residential areas exist immediately north and south of the corridor and intrude into the corridor from the north about midway. There are no residential uses in the area currently zoned for industrial use.

Existing uses in this area are so-called "clean industries" and are more compatible with nearby residences. Most development has occurred under current "Industrial Park" zone restrictions which set strict standards for such things as types of uses, setback requirements, landscaping, and building heights. The result has been a high quality of development with landscaped grounds and well designed buildings.







Buffer zones can mitigate negative impacts of industrial uses on non industrial area.

### What Industry Looks For:

If Pomona is to continue to attract industrial development, it will need not only an aggressive promotion campaign but the establishment of a "climate" which modern industry demands. Industry today can afford to be highly selective in new plant location because of increased industrialization of suburban regions and the many incentives these areas offer. Following is a list of key points industrial site experts look for:

- o A physically attractive community with pleasant residential areas, modern shopping facilities, parks, good schools, cultural and entertainment facilities and other amenities to keep employees satisfied.
- o A city which provides a satisfactory level of municipal services, and which maintains a stable tax base and reasonable tax rate relative to other competitive areas.
- o A site sufficiently large to permit modern low density development, adequate parking, landscaping, room for expansion and insulation from surrounding residential uses.
- o A site free from existing or possible encroachment of residential uses or from future conflict with adjoining residential areas, where zoning is established and provides reasonable controls and protection.

### POLICY FRAMEWORK

#### Objectives

- To maintain Pomona's existing industrial base and to actively promote further industrial development which meets the economic and social needs of the community.
- To assure a quality environment for both industry and neighboring activities.

#### Policies and Programs

- It is the policy of the City of Pomona to provide an adequate amount of land for the necessary expansion of Pomona's existing industrial base and an additional readily available reserve of industrial land for future development to meet the long range needs of the City.*

The Plan For Land Use designates two industrial land use categories; Industrial Park and General. In general, their locations reflect existing patterns of land use with two exceptions. In northeast Pomona the vacant shopping center and adjacent vacant property at the southeast corner of Towne Avenue and Arrow Highway is planned to accommodate light industrial uses of the Industrial Park category.

The other significant change from existing land use patterns occurs in the western part of the city where the central industrial corridor will expand to also include the residential tract south of Valley Boulevard, east of the Orange Freeway. Because of

the lack of convenient public facilities, the many negative impacts of adjacent freeway and railroad tracks, and the general physical deterioration of the area, it is felt that residential use should gradually be eliminated. The process will take much care and effective City involvement to assure residents a smooth transition to new locations.

- It is the policy of the City of Pomona to assure an adequate supply of public and quasi-public facilities and services to serve the City's industrial need and to maintain Pomona's competitiveness with other industrial areas of the region.*

Pomona presently maintains a high standard of public facilities. As the City's economic base continues to develop, public facilities will be upgraded and expanded. The City will attempt to meet the needs of specialized industrial requirements when they are consistent with the needs of the community. Public works projects will be properly timed to facilitate planned economic growth.

- It is the policy of the City of Pomona to emphasize the recruitment of new industrial development which best meets the needs of the community.*

The City will continue to support the efforts of the Pomona Chamber of Commerce in their efforts to recruit industrial development for the community. In addition,

tion, the City will investigate other measures to facilitate industrial recruitment, such as the formation of a non-profit Economic Development Corporation and the creation of an Office of Economic Development within city government. Recruitment efforts will emphasize the additional development of labor intensive manufacturing uses.

*It is the policy of the City of Pomona to promote planned industrial development so as to reduce land use conflicts with neighboring activities.*

Modern industry is often very cautious of locating in areas of mixed land use or adjacent to areas of conflicting uses where the potential for future problems exists. To eliminate potential conflicts the City will encourage the relocation of non-conforming uses outside of planned industrial districts. Buffer zones between areas of conflicting land use should be used when appropriate to mitigate negative impacts. Landscaping and other design techniques which visually upgrade the character of industrial areas and protect adjacent land uses should be vigorously applied, especially

in fringe areas. Prime industrial districts should be provided with adequate area for expansion which is protected from encroachment by conflicting uses. Performance standards should be used to minimize any negative impacts of industrial uses on adjacent non-industrial areas.

## MOUNDED BUFFER



# Circulation/Transportation Element





# Circulation/Transportation Element

## INTRODUCTION

Historically, cities have developed along major trade routes, such as the juncture of two main highways, railroad stops, and seaports. Pomona is no exception. It was not until a transcontinental rail line came through the Pomona Valley that the City could come into being.

Transportation has changed over the years. Some modes have declined in importance, others have taken their place. Because of these changes, and because of the changing needs of the population, an adequate transportation system remains a major concern in the City's development. Looking to the coming years, one can appreciate the vastly expanded role that transportation will play in the future — a future of increasing mobility, a future in which circulation and transportation planning will become as complex as it is crucial.

Not only must the planning process consider existing modes of transportation [i.e., auto, bus, train, air, etc.] and their roles in the future, it must also reconsider methods of travel sometimes forgotten today but still important [i.e., walking, bicycling and horseback riding]. Additionally, planning must evaluate newly proposed transportation systems and determine their feasibility in meeting the community's future needs.

Circulation and transportation planning must be coordinated with comprehensive land use planning. Freeway and arterial highway plans must not only be prepared to meet expected future traffic demands, but they must also be planned with the knowledge that their development will play a substantial role in future land use decisions along their routes. Highway planning should take into account desirable future land use patterns and other similar factors related to the orderly development of the City.

Circulation and transportation planning must seek to provide safe and efficient movement between homes and jobs, stores, schools or parks within the City. At the same time it must protect the integrity,

peace and quiet of the residential neighborhood by discouraging unnecessary traffic movement. This means the effective designation and design of traffic routes according to their specific function and the necessary control of abutting land uses related to the designated function.

Planning for movement within and through the community must recognize the fact that the visual appearance of transportation corridors — including the physical right-of-way, as well as uses adjacent to it — affects the efficiency of traffic circulation and imparts to the traveler an immediate impression of the City. If a traveler encounters visual confusion upon entering Pomona's street system, his impression of the City will be a negative one. Through proper planning and the use of effective urban design techniques, transportation corridors can be improved to create positive images of the community.

Recognition must be given to the fact that Pomona does not exist as a separate entity, but as a satellite member of the total Los Angeles metropolitan region. Circulation and transportation planning for the local community and for the larger region should be effectively correlated. In some

cases, plans which benefit the region may not equally benefit Pomona, or vice versa; however, in either case, compromises must be sought to lessen the adverse impact of any development on either system.

Finally, any plan must also recognize the inherent shortcomings related to the almost complete dependence on the private automobile as a means of local and regional transportation. We have paid a high price for the luxury of independent private mobility which the auto affords: the quality of our environment is degraded by the noxious emissions of automobile exhaust; automobile noise rebounds through quiet residential areas; energy sources are strained to keep up with the ever increasing demand for automobile fuel; a vast proportion of the City is given over to streets and parking facilities to accommodate the automobile [accounting for over 25% of Pomona's total land area]. Many residents of the City who do not drive, or cannot afford a car, pay an even higher price in the form of impaired mobility — a result of the heavy reliance on the private automobile and a lack of adequate public transportation.

Walking has become a thing of the past. Streets are not designed to accommodate



To develop a safe, efficient and coherent system of circulation; to expand the choices of available travel modes which will effectively increase the freedom of movement for Pomona's residents; and, to strengthen Pomona's position as an important regional center through transportation planning.

Within a city the circulation system is primarily represented by a hierarchy of streets and pathways [ranging from large freeways down to narrow foot paths] over which people and goods move between communities and from one part of the community to another. Like the body's circulatory system, it is vitally important that the circulation system work effectively if the City is going to function properly.

In addition to the City's vehicular traffic system, concern must also be given to the various non-motorized movement systems, including bicycle paths, pedestrian walkways and equestrian trails. Too often these alternatives are overlooked as viable movement systems in an environment which has placed far too much emphasis on the private automobile.

Freeways in Southern California serve an important function as the principal circulation network of the region. They offer high speed, limited access thoroughways for

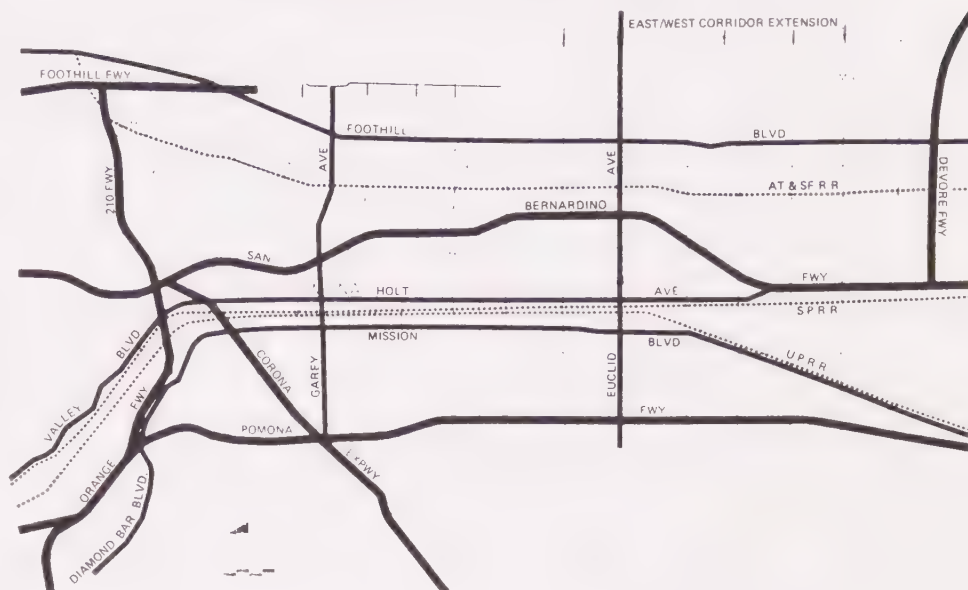
vehicular transportation, and have become the basic travel network for medium and long distance inter-city trips as well as for short intra-city trips [a use for which freeways were not specifically designed]. On an intra-regional basis the majority of goods consumed by local residents is distributed by trucks, from central distributing areas, via the freeway systems. Busses use the freeway system to transport passengers on an inter-community basis. On one length of the San Bernardino Freeway, between El Monte and downtown Los Angeles, express busses operate on an exclusive bus lane located with the center right-of-way. The concept of using freeway rights-of-way for fixed-rail rapid transit systems also appears feasible when they can adequately serve sub-regional centers along their paths.

Freeways are developed to serve large-scale regional travel demands through an interconnection of high activity centers. For this reason, it is appropriate to discuss them individually as single elements of even larger transportation corridors. For example, the east-west, Los Angeles — San Bernardino — Riverside corridor consists of three elements: the Pomona Freeway, the San Bernardino Freeway and the partially completed Foothill Freeway. This corridor presently handles an average of 129,000 vehicles per day through Pomona.

Freeway congestion is an infrequent problem in the Pomona area, occurring usually only during peak travel times, such as holiday weekends. However, as the Pomona Valley continues to grow, congestion on local city streets could become a problem without further development of additional circulation facilities within the east-west corridor. At present, further extension of the Foothill Freeway [from La Verne to San Bernardino] has received a very low priority by the State Department of Transportation, with no target dates for construction.

Within the north-south transportation corridor there are two elements: the Orange Freeway and the Corona Expressway. Travel demand within this corridor is relatively light at present, but again, further development of the vacant areas south and north of Pomona could increase traffic in this corridor. Residential development within the Chino Hills and Phillips Ranch would have a particular impact on the Corona Expressway. In 1957 Pomona

### MAP 3 REGIONAL TRANSPORTATION ROUTES



negotiated with the State the precise alignment for upgrading the Corona Expressway to full freeway status. This improvement to freeway status has been revised several times since the initial agreement and now has been moved to a low priority status with the State, and no construction dates have been set.

While further improvement of the Corona Expressway cannot currently be justified, there is however an immediate need to improve the circulation pattern for traffic moving from the Corona Expressway to the east bound San Bernardino Freeway. Presently, north bound traffic on the Corona Expressway must exit at the Holt Avenue off-ramp, travel along Ganesha Boulevard, a local collector street, and then re-enter the freeway system east bound at the Ganesha Boulevard interchange. In essence, the freeway system is using a local city street as part of a freeway connection system — a situation which adds unnecessary traffic to the local system. Residents of the area who attended the Community Workshops pointed out that the problem is greatly compounded because of the near proximity of Kennedy Park and three schools which

add high volumes of pedestrian traffic [mostly children] to the street, thus increasing the accident potential.

In addition to the regional circulation aspect of freeways, it is also important to recognize their effect at the City level where they interface with the local circulation system. Freeways distribute locally bound traffic onto major city streets through a series of interchanges. There are presently ten such interchanges providing direct access to Pomona. Because most of these high access points establish major entrances to the City, it is important that they not only serve traffic needs efficiently, but also that they help to portray a positive image of Pomona. Entrances should impart a sense of arrival to and departure from the City, as the traveler transfers from the regional system to enter the local system, or vice versa.

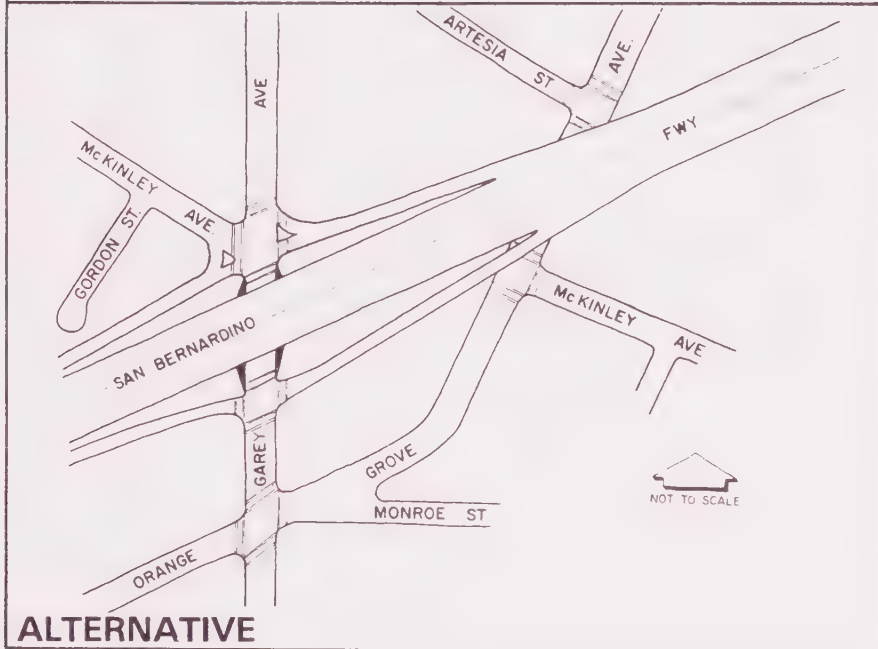
Local issues that are related to freeways in Pomona center around two basic problems. First is the inefficient and often confusing interface between the freeway and the local street at some interchanges. The second issue relates to the negative image which freeways have left on the City because of



## GAREY AVE./SAN BERNARDINO FWY.



**EXISTING**



**ALTERNATIVE**

their disruption of neighborhoods, their negative visual impact, and noise and air pollution problems caused by those who use them. Two particular problem areas occur along the San Bernardino Freeway at Garey Avenue and at White Avenue.

At the Garey Avenue interchange, — Pomona's most important City entrance, several factors combine to create a total situation which is not only hazardous but is also confusing and degrading to the City's physical image. The hazards of the situation are created by the nearness of the Towne Avenue and Garey Avenue interchanges. Eastbound traffic entering the freeway via Orange Grove Avenue must compete with traffic attempting to exit the freeway at Towne Avenue. A similar situation is also present on the opposite side of the freeway with the westbound traffic entering from Towne Avenue competing with the exiting traffic at the Garey Avenue off-ramp [actually at Orange Grove Avenue].

In addition to being hazardous, the Garey Avenue interchange also creates a feeling of confusion and frustration for motorists entering the City from the east. They are told that upon exiting the freeway they will find Garey Avenue, but instead end up on Orange Grove Avenue and then must make their way to Garey Avenue several turns and traffic signals later. Since this interchange is a major entrance to the City, it is important that entering through it be as easy, direct and pleasant as possible. Entrance markers and appropriate landscaping should signal to the traveler that he has, in fact, arrived in Pomona.

The problem at White Avenue exists because of the manner in which freeway traffic exits onto White Avenue; in this case via a residential street. The situation is again confusing. Like the Garey Avenue interchange, this freeway off-ramp also does not bring the traveler directly to his presumed destination, White Avenue. Instead, traffic exiting the freeway enters onto Burdick Street, a residential street serving local neighborhood traffic, before proceeding onto White Avenue. This interchange is an important entrance to the City, especially when large events are happening at the Los Angeles County Fairgrounds and should be treated in an appropriate manner.

The development of freeways in Southern California has had a profound impact on land use patterns throughout the region.



Coupled with the vast increase in private automobile ownership, freeways have played the key role in the sprawling flight of people from the Los Angeles core area to outlying suburbs. People are now able to live greater distances from jobs. Access to distant shopping and recreational facilities has been greatly expanded. And the freeway continues to act as the major catalyst for change in almost all regional land use decisions.

Industries which once preferred to locate near railroad facilities because of needed access now locate near freeways and use centralized truck terminals. Major business and commercial centers find it desirable to locate where there is high accessibility, as do certain educational, medical and cultural institutions.

Air, noise and visual pollution are all too familiar disruptions in our environment and are partially caused by freeways and those who use them. While, admittedly, Pomona has little direct control over the mitigation of air pollution problems caused by freeway traffic, the City does have some limited powers to deal with the effects of noise and the negative visual impacts caused by freeways.

#### Rail Lines

Presently there are three transcontinental rail lines that pass through Pomona: the Atchison-Topeka and Santa Fe main line and a Southern Pacific line run east-west through the northern part of Pomona; and the Union Pacific and Southern Pacific main lines share adjacent rights-of-way running east-west through the center of town.

In many parts of the City, especially commercial and residential areas, the rail lines cause a negative environmental effect because of the noise, dust, vibration and visual pollution associated with the trains that use them. Techniques which can be used to mitigate these circumstances include: reconstruction of the roadbed, abundant landscaping along the right-of-way and sound barrier walls in high noise areas.

Traffic safety is also an important consideration when rail lines cross public streets. Grade separated crossings have been used at major rail crossings in the central-core area and have greatly improved traffic circulation and safety there.

#### The Local Circulation System

The regional circulation system [freeways

and expressways] moves traffic between cities and through its many interfaces [interchanges] with the local circulation network, distributes locally bound traffic onto the local street system. The local circulation system moves traffic between adjacent communities and various parts of the City and distributes traffic from the local freeways to various destinations within the City. To accomplish these functions effectively the local street network is divided into various elements, or types of streets, based on their function within the system as a whole. However, when various elements within the circulation system are called upon to fulfill functions for which they were not designed, the effectiveness of the entire system is sacrificed. It is, therefore, important to have an understanding of the appropriate functions of the different elements

within the system to prevent misuse and failure of the system.

All streets within the City's circulation system can be divided into one of three categories: arterial streets, collectors and local [the latter is sometimes referred to as residential]. This hierarchy of street types is relative to the volume of traffic movement each is expected to handle. In turn, each type of movement affects other things that are related to the circulation system, such as: degree of access to adjacent properties, allowable adjacent land uses, amount of driver visual distraction tolerated, and the type of street beautification treatment.

#### Arterial Streets

The main function of an arterial street is to move large volumes of traffic from one part, or district, of the City to another and

## MAP 4 PRINCIPAL STREETS AND HIGHWAYS



to conduct locally destined traffic from the freeway system. While it is not the prime purpose of the arterial street system to carry traffic between cities — that is the job of the freeway — the arterial street system does serve to connect adjacent areas of cities together that are not close to freeways.

To accomplish the task of moving large volumes of traffic with a minimum of congestion and disruption, certain design standards are needed. First, broad right-of-way is necessary. Presently arterial streets in Pomona are designed for a minimum right-of-way of one hundred feet. Curb-to-curb measurements, including four lanes of traffic and parking, vary from sixty-eight feet to eighty feet depending on whether or not a median divider is used.

The second requirement is the control of access to abutting property. While access is a legal right, as traffic volumes increase, and as the number of access points to abutting property increase, the number of points of conflict increase. The problem

is further compounded as the land is used more intensively. Streets where traffic volumes are light and the land use intensity of the property along them is low [i.e., residential] present few problems. Conflict does occur when uses adjacent to arterial streets are residential and families living there must contend with the many problems higher traffic volumes bring [i.e., decreased safety, noise, congestion]. On arterial streets where traffic volumes are high [i.e., 20,000 vehicles per day], and adjacent land is intensively used, such as strip commercial areas, problems and conflict points become dramatically pronounced as the number of curb cuts, turning movements and pedestrian crossings increases.

Land access should be only a secondary function of arterial streets, but again, in most older cities this is not the case. Historically, traffic brought people, people brought trade, and commercial development occurred along busy streets. Zoning has tended to perpetuate this situation and only recently has it attempted to minimize the effects of such development on arterial streets by increasing setbacks, requiring adequate off-street parking, and eliminating unnecessary curb cuts. Much work remains to be done however.

Not all problems associated with arterial streets are directly attributable to providing access to adjacent property. As mentioned earlier, the intersection of many local streets with arterial streets also creates additional opportunities for turning movements which tend to slow traffic and, therefore, decrease the efficiency of these important traffic carrying streets. In older areas where arterial streets are used intensively for strip commercial purposes, the efficiency of the street is often affected by the overabundant and confusing array of storefront advertising, all screaming for the attention of passing motorists. Building setbacks too affect street efficiency. When buildings are set on the property line, they crowd the right-of-way, making the street appear narrow and congested, and do not allow adequate space [usually only 10 to 12 feet] for street landscaping or pedestrian comfort and safety. This is extremely minimal considering the importance of these types of streets and the role which they play in contributing to the overall image of the City.

Arterial streets are the grand boulevards of the City. At the edges of the City and at

freeway interchanges they become important entryways, and should welcome people to Pomona. Street beautification programs which enhance the visual qualities of the City and soften the hard effects of paving and architecture along major streets, especially in commercial and industrial areas, should be developed in conjunction with other circulation improvement plans.

#### Collector Streets

The main function of a collector street is to conduct traffic from local residential streets to arterial streets or to traffic generators such as local shopping centers, schools or parks. Collector streets do not carry traffic from one part or district of the City to another — that is the job of the arterial street system. Since the primary purpose of this type is to collect and move traffic, providing access to adjacent properties is only a secondary function.

While collector streets are normally associated with carrying traffic from local residential streets, they can also serve in large industrial areas to collect traffic from local streets there. Because of high traffic volumes, collector streets usually cannot effectively serve commercial uses other than centers.

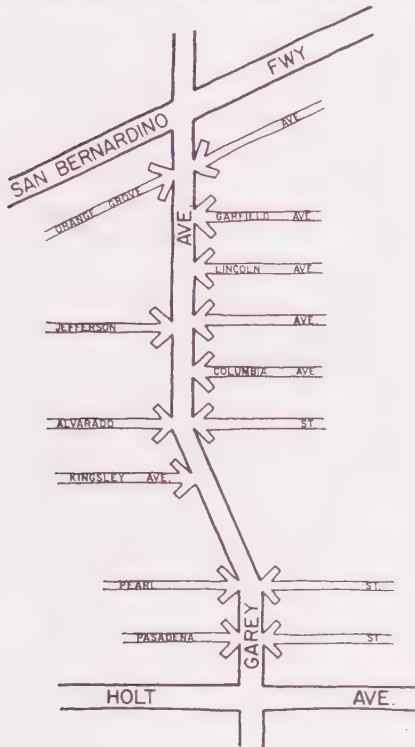
The Official Plan of Principal Streets and Highways designates two types of collector streets; the first, simply referred to as 'collector', and the second referred to as 'minor collector'. The basic difference in the two designations is in their capacity to carry traffic which is reflected in the size of their right-of-way.

MINOR COLLECTOR STREETS usually have a minimum right-of-way of sixty feet and carry traffic from local streets to collector or arterial streets. They are primarily located in residential areas where population densities are low and hence traffic volumes are light.

COLLECTOR STREETS usually have rights-of-way of at least eighty feet and, therefore, have a higher traffic carrying capacity than minor collectors. This type of street always connects directly to arterial streets.

Principal problems of many collector streets in Pomona are related to the fact that they attempt to serve abutting properties in addition to their primary function of moving traffic — two functions which are difficult to make compatible. This situation, however, is fairly typical of most other cities that

### ARTERIAL/LOCAL CONFLICT



developed about the same time as Pomona. The collector system is developed from once local streets but now widened and with higher speed limits. Unfortunately, the situation does not work well and does not help to maintain quiet neighborhoods free from traffic. Today the use of this type of street and its function within the total circulation network is better understood, and in the future, should prove to be a valuable tool in planning new residential areas.

#### Local Streets

Local streets are designed to function in a variety of ways. First, they provide access to property abutting the right-of-way; this includes both vehicular and pedestrian access. In the majority of instances they serve abutting residential uses, but they may also serve commercial and industrial land uses as well. Minimum right-of-way for a local street is usually sixty feet, but it could be as large as eighty feet in industrial areas where large trucks are present. The paved section of a local street is generally thirty-six feet, and this too can be larger in commercial, industrial or high density residential areas where on-street parking is allowed. One factor to be remembered, however, is that in already built-up areas, as the pavement width increases to meet additional demands, the overall right-of-way is usually not enlarged proportionately; rather the area reserved for the pedestrian and street landscaping is decreased.

Other functions of local streets include easements for various utilities serving abutting property. An integral part of the urban design element, the local street, also serves as open space between buildings; it is a space along which trees and flowers and grass can be planted as part of a largescale design composition.

Since the primary function of local streets is land service [access to abutting property], these streets should not carry through traffic. Moving traffic is a secondary function of the local street. Traffic moving from one part of the city to another part should be explicitly discouraged from shortcutting through residential areas.

While other types of streets within the system may seem more prominent because of their scale or traffic carrying abilities, none are as important to City residents as the local street — the street on which they live. This feeling was clearly demonstrated at the Community Workshops as residents

repeatedly stated the importance of maintaining a residential character in Pomona and preserving neighborhood integrity. On this subject, participants felt strongly that one of the primary needs in many neighborhoods was the elimination of through traffic. The overall tenor of the Workshops regarding traffic circulation was that the convenience of traffic movement was secondary to maintaining quiet, safe and attractive neighborhoods.

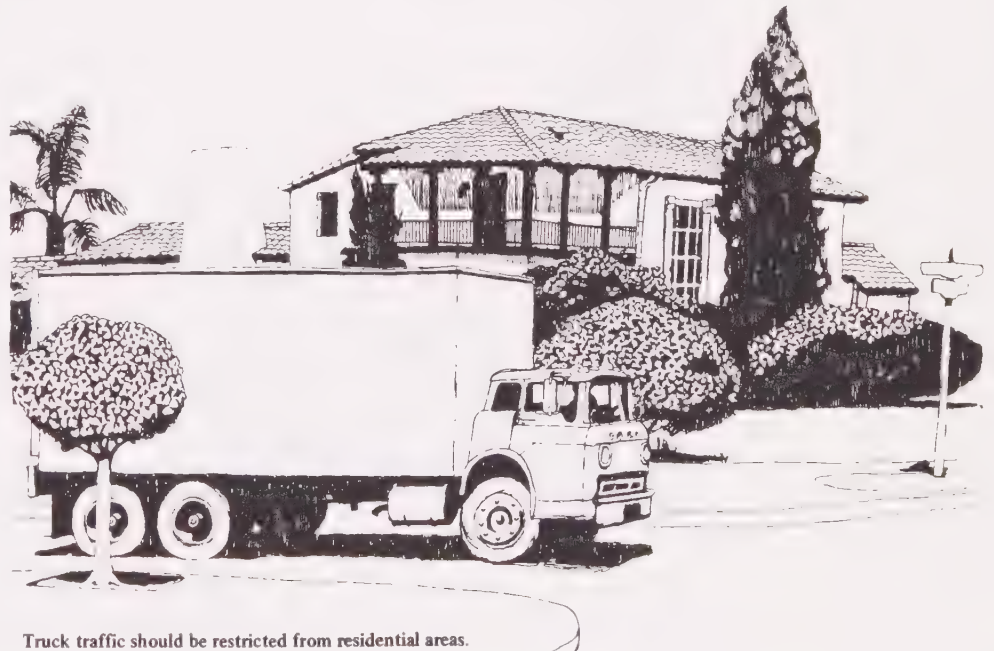
In many older sections of the City residential streets connect directly to major arterial streets; this causes a malfunction in the proper operation of both systems. First, traffic is allowed to move directly from a major traffic carrying street into residential neighborhoods. While this movement can be justified in terms of neighborhood residents using the street to enter their property, it has been found in many cases that the majority of traffic is not destined for the immediate area, but is merely using the local street system as a shortcut to other parts of town — a function for which local streets were not designed. A second problem is caused because of the many turning movements created along arterial streets which decrease their traffic carrying efficiency. As traffic moves from the local

street into, or across, the flow of traffic on arterial streets is often slowed or stopped.

In the future, as new residential development occurs [principally in the southern parts of the City and in the Phillips Ranch] as well as the redevelopment of older parts, new local street systems will be developed to serve these areas. Conscious preplanning of these circulation systems will be vital to the overall quality of the development. This is especially true in the Phillips Ranch where the natural beauty and hilly terrain present additional challenges to street development.

#### Truck Routes

Truck routes are designed to provide access to the circulation within those areas of the City which utilize truck service — principally, commercial and industrial areas. These routes serve an important function in the City by confining heavy truck traffic to major streets, diverting it from residential areas and streets of lesser capacity. The truck route system must not only serve traffic bound for destinations within Pomona, but must also connect with similar systems in adjacent communities. All State Highways are automatically part of a city's local system by State law.



Truck traffic should be restricted from residential areas.



Pomona presently has an extensive truck route system. Developed at a time when the City was growing rapidly and expectations were high, the system was planned to accommodate the anticipated needs of the future. In recent years, however, this growth has been slow and past expectations have yet to be fully realized. This situation, combined with feelings expressed at the Community Workshops concerning the City's environmental quality, suggest that perhaps Pomona has too many truck routes bisecting the City. The truck route system has a second purpose beside providing convenient access to truck traffic, it must also safeguard residential areas from excessive noise, dust and traffic hazards caused by such traffic. Again, the sentiment of the Community Workshops was that it is far more important to maintain and protect the residential character of Pomona than it is to move traffic swiftly through the town.

#### Non-Motorized Circulation

Planning for non-motorized circulation is basically concerned with three elements: the pedestrian, the bicyclist and the equestrian.

Often these systems are not recognized as important to a community because of a preoccupation with planning for the automobile; however, as problems associated with the private auto [i.e., pollution, energy consumption, etc.] continue to grow, the value of non-motorized circulation systems will become more fully realized as viable travel alternatives.

Today, the pedestrian is constantly forced to compete with the motorized circulation system on a totally unequal basis. In the downtown and other shopping areas where foot traffic is heaviest, the pedestrian usually gets whatever sidewalk space is left after vehicular needs are met. Systems need to be designed to facilitate pedestrian movement and to separate it as much as possible from vehicular systems. Crosswalks need to be made safer. Shade and rest areas should be provided. Adequate street lighting is essential. Pedestrian arcades linking activity centers, such as the Civic Center and Mall, need to be considered in the total plan for the downtown area. In other parts of the City flood control channel rights-of-way could be used as foot paths to

link schools and parks with residential areas. The elderly and handicapped pay a particularly high price for our lack of concern for the pedestrian in our auto-oriented society. Limited mostly to public transportation and walking, they spend a great deal of their time on City streets — streets designed to serve automobiles, not people; streets without benches for resting; streets without shade or protection from rain; streets with minimal lighting.

In 1972 Pomona officially adopted a plan for bicycle circulation throughout the City. No portion of this plan has been implemented as yet because of a lack of funding. As designed, the plan would develop a network of bicycle paths linking various schools and parks and the downtown using existing streets, flood control right-of-way and other utility easements. The system is primarily designed to increase bicycle safety for school children and the recreational bicyclist. Since the time of the plan's adoption, however, a third use has entered the scene — the commuter. With today's concern for energy conservation and predicted higher gasoline prices in the future, it is certain that the importance of the bicycle as a commuting vehicle will grow. It is not uncommon today to see businessmen and factory workers peddling their way to work; they too should be considered in the development of the bikeway system.

At present, there are no officially sanctioned equestrian trails in the City. Demand for such facilities currently is negligible because of the small number of horses within the City. Under present zoning regulations, horses may be kept only on lots of one acre size or larger and very few lots of this size still remain in our basically urban environment. This situation is subject to change though. There is the possibility of creating an extensive equestrian trail system along the western and southern portion of the community. Bonelli Regional Park is developing extensive riding trails. To the south, Cal Poly, and the Arabian horse program there, presents opportunities to extend a trail system in that direction. As future development takes place in the Phillips Ranch, larger residential lots, permitting horses, could be created thereby linking Pomona directly to the system. The neighboring community of Diamond Bar, adjacent to the Phillips Ranch, has already devel-





oped an equestrian trail system to which Pomona could connect, thus expanding both systems. South of the City, in the Chino Hills and Prado Dam Recreation Areas, additional opportunities exist for future equestrian trail development. By planning now for proper linkages with these systems, it can be assured that adequate rights-of-way be provided for future development of equestrian facilities.

## Conclusions

Pomona is a relatively old city. Its land use pattern and circulation system, except for minor backfilling and street improvements, are almost fully complete. In general, it can be said that the circulation system works well in both its reflection of land use patterns and its ability to move traffic effectively; yet even a completed system needs periodic adjustments.

The Official Plan of Principal Streets and Highways, as initially prepared, reflected future land use expectations and resultant circulation needs as proposed in the 1963 Master Plan. Since that time, however, changes have occurred in the City which now necessitate re-evaluation of the Streets and Highways Plan. In some cases, land use proposals contained in the 1963 Master Plan never occurred, or are doing so very slowly. Residential densities have remained relatively low instead of achieving the increases envisioned in the Master Plan. Commercial development has been steady, but slow, and trends appear to be continuing in much the same way. Changes in traffic volumes, either increasing or decreasing, reflect the growth of the sixties and, as such, point up the need for re-evaluation of the City's circulation needs.

In addition to these changing situations there are also the ever existing problems of north-south circulation within the City. This problem was recognized in the 1963 Master Plan, however most proposed projects which would deal with the problem have yet to be completed: Dudley Avenue from the San Bernardino Freeway to the Pomona Freeway; Mills Avenue from Holt Avenue to the Pomona Freeway; and Roselawn Avenue between Holt Avenue and Mission Boulevard. Likewise, grade separations proposed at Towne Avenue and Garey Avenue at the Santa Fe tracks, and Hamilton Boulevard and East End Avenue at the

Southern Pacific track have not been constructed. To better facilitate total traffic movement within Pomona, creation of a smooth flowing north-south corridor is a necessity.

People's attitudes about their city and about what they want it to be have also changed — or at least they have become more vocal about their wishes. This fact was clearly demonstrated at the Community Workshops where residents repeatedly spoke of the need for additional street beautification programs and the necessity to preserve Pomona as a place to live in quiet.

In the past, 'efficiency' has been the watchword of circulation planners — whatever moved traffic quickest over the shortest route was considered to be the best solution. But times have changed, and as the Community Workshops brought out, the concept "quickest and shortest" is not now considered the main criterion — especially at the risk of decreasing the liveability of any particular part of the City. When through traffic is allowed to encroach on residential areas it has a disrupting effect. Today, the preservation of the individual neighborhood must be considered heavily in planning for future circulation needs.

Street appearance and aesthetics are also important considerations in circulation planning. A city's streets give form to the urban landscape and play a major role in creating an overall image of the city. Major city streets develop not only pathways within the community, but also create edges dividing the city into districts and containing neighborhoods. If a traveler through a city is met by a street system which is not coherent or attractive, or is one which is visually confusing, his impression of the city cannot help but be unfavorable. Visual appearance should be emphasized in order to increase circulation efficiency, and to develop a better sense of civic cohesion. Such things as street landscaping, lighting, entrance markers and street furniture must all be coordinated to help accomplish this task.

Private development adjacent to the street right-of-way can be better controlled to assure that situations there do not adversely affect traffic efficiency, but instead create an atmosphere or character which adds to the positive image and feel of the city. Adjacent land uses can contribute to the overall appearance and efficiency of

city streets if buildings are set back from the right-of-way, landscaping is adequately provided, signs are kept under control, and structures are kept in scale with their surroundings.

Today the primary concern in planning for Pomona's future circulation needs is not to produce a new plan for the ultimate circulation system. That plan has already been done, and is embodied in the Official Plan of Principal Streets and Highways, adopted in 1966 and amended since then. Rather, the need now, and for the foreseeable future, is to refine the existing Plan, to make it function more efficiently and safely; to make minor adjustments in the street network reflective of current trends and future land use plans, and, to improve the image of the City by upgrading street appearance.

## POLICY FRAMEWORK

The policies contained herein are comprised of the accompanying text and the Principal Streets and Highways Map. The Map, an integral part of the Policy Framework, is a graphic policy document guiding future circulation planning within the City.

### Objectives

- To develop a plan for circulation which allows for the movement of people and goods in and through the City in a safe and efficient manner, and which respects other policies of the City.
- To use circulation planning as a means to develop greater City identity and create a strong City structure through coherent designation of street function and street beautification programs.
- To use circulation planning to encourage desirable future land use patterns within the City.

### Policies and Programs

#### Regional Circulation

- It is the policy of the City of Pomona to encourage the development of a northern traffic-carrying facility within the east-west corridor to better serve the needs of Pomona and the Valley residents by increasing access to the City and to further decrease the use of local City streets as carriers of inter-city traffic.*

Pomona supports the concept of an additional high-speed, limited access transportation route along the base of the San Gabriel Mountains which would connect the present Foothill Freeway to the San Bernardino area.

This new circulation corridor need not necessarily take the form of a full status freeway. In light of what is presently known about the impact of freeways as currently constructed, and considering the fact that use of the private automobile is likely to decrease over the next twenty years, consideration should be given to developing this northern transportation element to an expressway status. The design would include four traffic lanes, separated by a wide median for landscaping, and additional rights-of-way on either side for abundant plantings and other buffering devices to protect adjacent property from any negative impacts of highway use. A corridor interchange should be planned at Garey Avenue to provide proper access to Pomona.

While there are presently no construction dates established for the further development of the Foothill route, the City will continue to work with the State to determine the most appropriate type of route [i.e., freeway, expressway, rapid transit], target dates for construction based on travel demand in the area, and available funding.

*It is the policy of the City of Pomona to recognize the unique rural and scenic quality of the Corona Expressway and to maintain and enhance that quality to the greatest extent possible.*

The Corona Expressway is part of Pomona's Scenic Highway Plan. The existing right-of-way [purchased by the State for future upgrading to freeway status] is adequate to accommodate abundant landscaping and other amenities to develop the Expressway into a truly unique visual experience.

The City will attempt to negotiate an alternative design with the State Department of Transportation which will preserve the outstanding character of the existing expressway and will enhance its aesthetic qualities. The alternative plan should call for maximum landscaping within the right-of-way, including the median divider as well as other devices as necessary [such as noise buffering walls to protect adjacent property from any negative environmental impacts and add to the visual quality of the City].

*It is the policy of the City of Pomona to eliminate, to the greatest extent possible, negative and hazardous impacts of freeways upon the City.*

The City will work with the State Department of Transportation to correct the

hazardous and confusing situation found at the Garey and White Avenue interchanges. Alternative design solutions will be submitted to the State for approval and funding sources will be sought from Federal and State agencies. Design solutions will take into consideration the importance of these interchanges as City entrances and will be coordinated with other beautification efforts throughout the City.

A connecting ramp from the northbound Corona Expressway to the eastbound San Bernardino Freeways needs to be constructed to relieve freeway traffic from Ganesha Boulevard. This would eliminate a very hazardous condition for persons crossing Ganesha Boulevard to gain access to the local schools, park and community center and shopping facilities. Modification designs will be prepared by the City and submitted to the State Department of Transportation for approval and funding of needed reconstruction. Design and reconstruction activities will be coordinated with similar activities related to City entrances and other beautification projects.

All freeway and City street interchanges should be viewed as major City entrances and should receive special design treatment as such. City entrance markers should be placed at all entry points from freeways and these "arrival points" should receive special landscape treatment. Every traveler should know he has entered Pomona and feel that the City cares enough to make his arrival as pleasant as possible.

Control of the appearance of land uses adjacent to freeways is an important element in the formation of a positive visual and physical image of Pomona. A "freeway overlay zone" should be designed to provide a better means of controlling development oriented to freeway use or adjacent to the freeway right-of-way. The Freeway Overlay Zone would not specify allowable land uses [this would be left to existing zoning procedures] but would determine such things as: building setbacks, landscaping, signing, noise control and access.

Pomona will request that the State develop a firm timetable for the completion of the much needed landscaping along the Pomona and Orange Freeways, the Corona Expressway and the mammoth freeway interchange west of the City. In addition, the City will survey existing landscaped



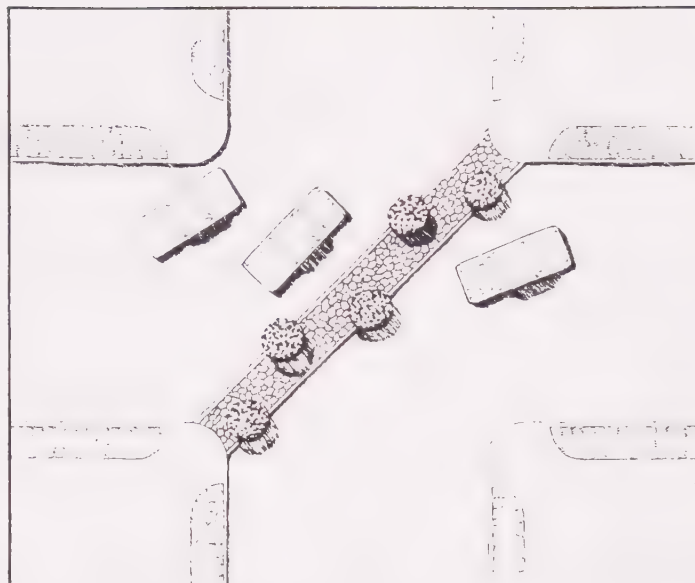
The unique visual qualities of the Corona Expressway should be protected and enhanced.

portions of the San Bernardino Freeway to determine what improvements are needed there, and these will also be included in the projected timetable.

When Federal or State funds are available to Pomona for city improvement projects, consideration will be given to financing freeway landscaping. Offers to pay some portion of the cost of State landscaping projects could be an incentive for the State to give priority consideration to projects in Pomona.

Noise pollution generated by freeways can be controlled in any of three ways. First, it can be controlled at the source — the motor vehicle. This method involves more strict enforcement of existing local and State vehicle codes, and working with the State to develop new laws which effectively reduce noise levels at the source. Second, noise can be controlled, or its effect mitigated, by blocking the path between the source and the receiver. The most common method employed to control noise at this point is a buffering or retaining wall alongside the freeway. The City will co-operate with the State to determine if areas along any freeway [primarily only the San Bernardino Freeway] exist where noise levels are dangerously high and warrant the construction of sound buffering walls or other sound deflecting methods. The third method of controlling noise is at the receiving end. This method generally relates to the sound-proofing of structures impacted by high noise levels and is usually only accomplished effectively at the time of building construction. In this case, local building codes and zoning ordinances are effective tools which can be used to assure that new construction adjacent to freeways, or other sources of vehicle noise, is so constructed to adequately shield users from unnecessarily high noise levels.

Air pollution [smog], primarily emitted by the motor vehicle, is repeatedly identified as one of Pomona's major image problem areas. While, admittedly, little can be done locally to arrest the problems of air pollution caused by those who use freeways, the City will work with State and Federal legislators to develop means of better controlling automotive exhaust emissions, and other techniques, such as parking allocation and public transit plans, to reduce the number of automobiles in use.



Circulation within residential areas should be restructured when necessary to inhibit heavy traffic volumes and excessive speeds.

### Local Circulation

*It is the policy of the City of Pomona to develop a coherent system of local vehicular circulation based on a hierarchy of street functions, location and design.*

The General Plan proposes a network of vehicular traffic circulation for the City based on a system comprised of three types of streets: arterial, collector and local [residential]. In order to achieve full effectiveness and efficiency in development of a total City circulation system, basic design criteria and standards have been developed for the various types of streets consistent with their appropriate function and contemporary traffic demands. The following criteria relate to motor vehicle usage:

**ARTERIAL STREETS** are the main traffic carrying streets within the circulation system. Their primary function is to move traffic from one part of town to another and to distribute locally bound traffic from the freeway system. As a secondary function they provide access to adjoining property. Minimum right-of-way should include four moving traffic lanes. Special landscaping and beautification treatments should be included in all arterial streets.

**COLLECTOR STREETS** collect traffic from residential and industrial areas and distribute it to the main traffic carrying streets of the system — arterials. Collector streets should not serve traffic moving from one part of the city to another. Since the primary function of a collector street is to carry traffic, it should not attempt to serve as access to abutting property, except in the case of a neighborhood facility such as shopping, school or park. However, in Pomona [being an older city] this situation is not usually possible because of previously existing development adjacent to the right-of-way. As future development occurs along collector streets, efforts should be made to reduce access [i.e., through the use of gang driveways and easements] to abutting property.

Minimum right-of-way for collector streets should vary, depending on the traffic load that is required to carry and the type of land use abutting the street. In lower density areas [single family] where traffic and on-street parking are light, lesser rights-of-way may be appropriate. The description of "minor collector" is given to these streets. In higher density areas where traffic and on-street parking are heavier, or where the



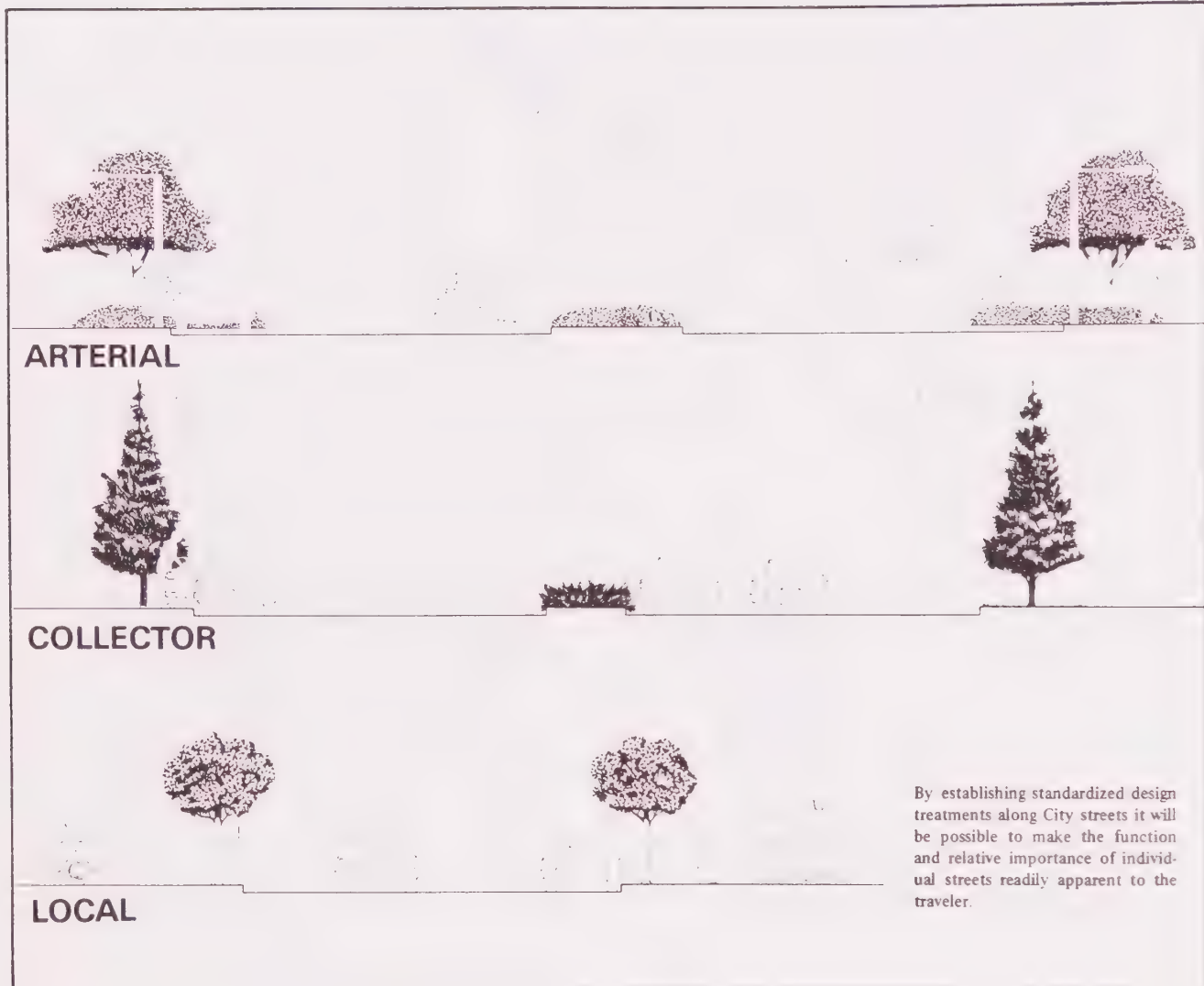
street must collect traffic from a large residential area, up to an eighty foot right-of-way may be more appropriate; this is designated a "collector". In industrial areas it is usually desirable to use the larger right-of-way to accommodate necessary truck movements.

LOCAL STREETS provide access to abutting properties. They do not exist to move traffic other than to the nearest collector

street. Through traffic should be discouraged. While local streets are primarily associated with serving residential areas, they may also be used in industrial and commercial districts as well. Rights-of-way vary in size depending on adjacent land use. The Principal Streets and Highways Map designates Pomona's vehicular circulation network based on the policies of the Circulation and Transportation Element as well as other Elements of the General Plan. [Local streets are not shown on the Map].

*It is the policy of the City of Pomona to improve the vehicular circulation system through the use of appropriate traffic control and design techniques which effectively add to the efficiency and safety of traffic movement within the City.*

Because Pomona is a relatively old city, the opportunity to plan totally the circulation system from the ground up has never existed. Planning for the future has always had to proceed within the context of what





had been established previously — the early road system, railroad lines, land use patterns.

If the City's circulation could be redesigned and reconstructed today, irrespective of existing conditions, problems of traffic circulation could be eliminated quickly. But, of course, this is not possible. Today what is necessary is the implementation of methods to improve what exists to help the system function in as near an ideal manner as possible within the context of present constraints. There are many such options available for this purpose.

The construction of median dividers on major arterials, especially where adjacent land use intensity is high, is an effective method of increasing the effectiveness and safety of the street. The raised median functions to increase traffic effectiveness and safety in three ways. First, it separates opposing traffic lanes more effectively than painted yellow lines do, therefore decreasing the likelihood of head-on collisions. Second, a raised median can eliminate unexpected turning movements across traffic — a situation which is often blamed for decreasing efficiency and safety. Third, where turning movements are necessary, such as at intersections, protected left turn bays can be provided for greater safety. Left turn movements on all arterial streets in the City should be channelized regardless of the presence of a median divider.

In addition to increasing efficiency and safety factors, the construction of median dividers would play an important role in upgrading the physical appearance of the City by providing right-of-way for street landscaping, lighting fixtures, and City entrance markers. Beautification projects should be coordinated with other street improvement projects when appropriate. The Community Design Element explains in much greater detail the beautification aspects along city streets.

An ordinance which would specify detailed location standards for the placement of new curb cuts along arterials and collectors and which would develop a procedure to eliminate unnecessary existing curb cuts will be prepared.

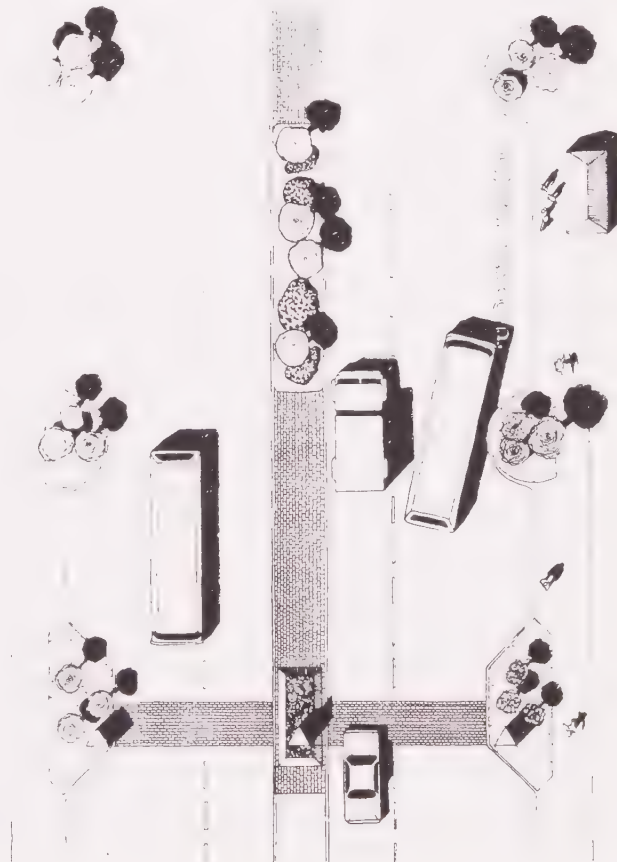
The use of frontage roads is also an effective way to control access to abutting property and increase efficiency. While it would be extremely costly to develop frontage roads in already developed areas, con-

sideration of the use of this technique will be given to future development along arterials street in the Phillips Ranch.

Intersecting streets along major arterials also provide multiple opportunities for turning movements, thus decreasing the efficiency of traffic flow and safety. Obviously, most intersections are necessary but residential streets need not intersect directly with arterial streets. By eliminating these unnecessary connections two problems can be dealt with. First, through traffic would be reduced in residential areas because access would have been reduced. Motorists would be encouraged to stay on main traffic routes instead of short-cutting through neighborhoods. Second, the reduction of intersecting streets would decrease the possibilities for turning move-

ments, thereby increasing efficiency and safety and preservation of the quiet atmosphere of residential areas.

Parking problems can be alleviated through a cooperative effort of the City and property owner. The ideal situation is to provide all parking off the street in parking lots adjacent to or behind stores on busy commercial streets. To accomplish this would necessitate construction of shared parking facilities adjacent to businesses [possibly involving the relocation of businesses and demolition of some structures], improvement of alleys to channel traffic to parking areas and improvement of "carriage" [back] entrances to stores off the new parking areas. Businesses along strip commercial streets will be encouraged to



cooperate in the development of shared parking facilities through the formation of assessment parking districts. The City can assist in several ways, including assistance in demolition, relocation, alley improvement and assistance in the formation of assessment parking districts. In the interim, to relieve the hazards of backing motions of on-street parking, staggered parking along commercial arterial streets should be implemented. While it will result in fewer spaces, it will promote traffic safety by elimination of hazardous turning and backing motions.

Signing along major streets needs to be controlled. Instead of screaming their announcements in an attempt to gain the attention of every passing motorist, signs should quietly proclaim the type of merchandise or service available at a particular location. When everyone is competing for the same attention, nobody wins. The attention of the motorist is diverted away from driving as he attempts to sort out the overabundance of messages being thrown at him along the street. The City's sign ordinance will be revised to better control signing along commercial streets by relating it more effectively to automobile traffic. Offsite advertising [billboards] will not be allowed along any of the City's arterial streets.

Increasing safety and the effectiveness of "local" streets relates mainly to the elimination of through traffic. In industrial and wholesaling districts this problem is not critical. In residential areas through traffic is not only annoying but dangerous and can greatly affect the liveability of a neighborhood. Cul de sacs, pinched intersections, channelization techniques and other techniques can be used effectively to reduce the amount of through traffic in a neighborhood and to slow what traffic remains to more acceptable speeds.

Application of specific design concepts related to residential areas will be determined in individual neighborhoods. For example, in the hilly areas of the Phillips Ranch, in order to keep the overall grading to a minimum, it may be necessary to consider reducing street widths and altering street design standards. Neighborhood workshops should be utilized to identify specific circulation problems and develop action programs to solve them.

*It is the policy of the City of Pomona to coordinate circulation planning with existing and proposed land use policies of the City and to use circulation planning as one means to accomplish desired land use patterns for the future.*

Any circulation system is comprised of a hierarchy of street types each of which is designed to fulfill a specific function. For example, major thoroughfares connect major traffic generators in the community and may also serve adjacent land uses which require the high accessibility offered by these types of streets [i.e., commercial and high density residential land uses]. Local streets, because of their function and design, do not carry large volumes of traffic or offer through traffic movement and are, therefore, most effective in areas where traffic volumes are light, such as low density residential land uses. Because adjacent land use is so dependent on the type of street from which it receives its access, the City will use the various street designations to encourage desired land use patterns. Regulations of the Zoning Ordinance which make reference to a particular type of street regarding appropriate land use types will be reviewed and revised if necessary to accomplish policies of the General Plan.

Because the protection of viable residential areas is so important in Pomona, this particular land use must be carefully coordinated with circulation planning. To better understand the particular circulation needs of the various residential neighborhoods, the City will include circulation planning as part of any neighborhood workshops to develop action programs for improvement. These workshops could consider such questions as the closing or cul-de-sacing of some local streets to restrict access, or the widening of a particular street, or perhaps developing a new street to gain additional access to the neighborhood.

As land uses and resultant traffic patterns change within the community or are altered by influences outside Pomona, parts of the circulation system may not function according to what was originally anticipated. To forestall such an occurrence, traffic volumes need to be monitored on a continuing basis. When sufficient evidence exists to suggest a needed change in the vehicular circulation system the Principal Streets and Highways Map will be revised to reflect the necessary

change. Subsequently, other maps and documents used to implement the General Plan will be revised accordingly.

*It is the policy of the City of Pomona to recognize the important role street aesthetics play in determining the overall image of the City and to coordinate street construction or improvement projects with City beautification programs.*

Travelers through the City and residents alike, at least in part, perceive Pomona through its system of streets. For this reason, it is important that City streets, especially major thoroughfares, present a physical appearance that is aesthetically pleasing.

The City street system is an important element within the total urban design formula created for Pomona. To assure that design proposals of the Community Design Element are carried out consistently and are coordinated with street construction and improvement projects, a Beautification Project District Overlay should be developed and applied to the Official Plan of Principal Streets and Highways Map designating specific streets to receive special design treatment — principally arterial streets. Financing for street improvement projects should include necessary funds to carry out coordinated street beautification projects when the Beautification District Overlay and improvement project area coincide.

*It is the policy of the City of Pomona to assure that necessary consideration is given to the presence of possible seismic and geologic hazards with respect to future circulation planning.*

Three minor faults have been mapped within Pomona. Several areas of the City have been identified as containing clay type soils which expand when wet and then contract as they dry. In the hilly sections of the City landslides have been noted. All of these factors shall be considered in planning for the future circulation needs, especially in hilly sections where the possibility of land slippage is greatest.

The existing Hillside Ordinance, which is designed to protect the citizens and their property from dangerous cut and fill operations, will be reviewed and revised if necessary to provide the maximum protection from loss of life and property due to faulty planning of any street or highway facility.

Scarring of the hillsides is to be kept to an absolute minimum to protect the natural beauty of the terrain. When some cutting of banks is necessary landscaping will be used to prevent erosion and soften the visual impact of such cuts.

The City shall continue to use the Environmental Impact Report process to evaluate the effects of any new street or highway facility upon the community.

### Truck Routes

*It is the policy of the City of Pomona to assure the safe and efficient movement of truck traffic within and through the City while maintaining a high level of environmental quality.*

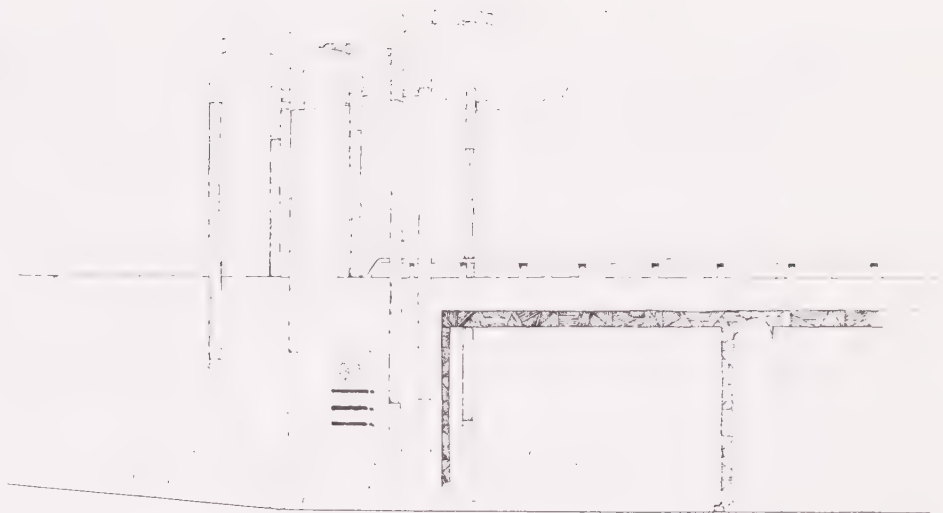
Truck routes in Pomona shall be designated such that they protect the liveability of the City's residential areas and shall be confined to major traffic carrying streets designed to handle this type of vehicle. The truck route system shall not be designed for the sole purpose of convenience to truck movements, but rather to balance the needs of business and industrial districts with those of residential areas.

### Non-Motorized Circulation

*It is the policy of the City of Pomona to improve the safety and convenience of pedestrian movement throughout the community.*

The pedestrian must be considered in the total circulation system of a city. Too often he is forgotten because of an over-indulgent attitude toward the automobile and its requirements. With effective planning there is no reason why the pedestrian and vehicular systems cannot co-exist in harmony.

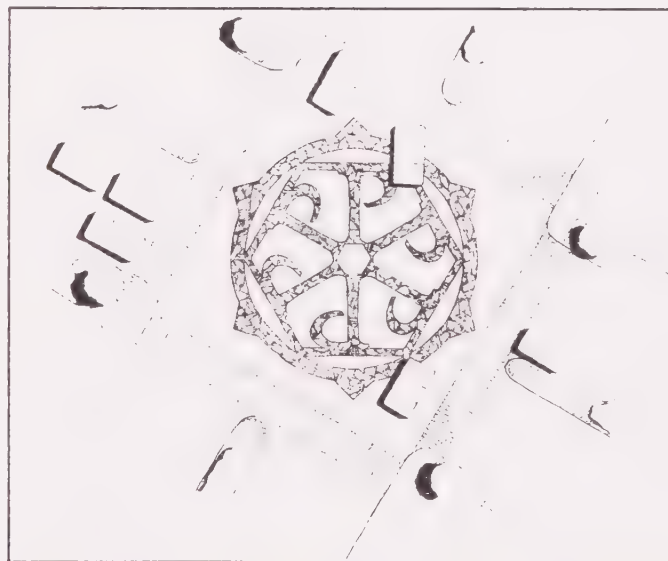
The pedestrian, being the most vulnerable in a conflict situation between man and vehicle, must be protected. Pedestrian circulation should be separated from the vehicular system as much as possible. At points of interface between both systems, design methods must be implemented to indicate the pedestrian right-of-way. The addition of pedestrian oriented facilities, such as seating areas, lighting, protection from rain and sun, landscaped pathways and restrooms, is important in creating a more suitable pedestrian environment. The improvement of these facilities is particularly



necessary in the downtown area – the most pedestrian oriented part of the City.

The addition of pedestrian "linkages" within and between neighborhoods is also an important concept in further promoting convenience travel within the community. The use of utility rights-of-way and the

vacant lands [publicly owned] can be used to provide pedestrian facilities which link together various neighborhoods and accommodate greater pedestrian movement within neighborhoods. The City shall diligently pursue the implementation of pedestrian oriented facilities and pathways.





*It is the policy of the City of Pomona to recognize the special needs of physically handicapped persons and to insure that all buildings, structures, public areas and related facilities which are normally used by the general public will be accessible and useable by the physically handicapped.*

Pomona will support laws and regulations of the State relating to the accessibility and use of buildings and facilities by the handicapped. The City recognizes that while current legislation greatly expands the use of the environment for disabled persons,

there is still more work needed to make more of the total environment accessible to handicapped persons. The City will support new programs developed by State and Federal agencies which effectively increase the mobility of handicapped persons.

Buildings and facilities which have been built prior to July 1, 1970 are, under the State law, required to provide accommodations for the handicapped when alterations, structural repairs or additions are made to such structures. In addition, Pomona will require compliance with State law for any structure which, because of a change of use, would require additional accommodations

for physically disabled persons. This requirement shall be enforced whether or not alterations or additions are being completed at the time of change of occupancy.

*It is the policy of the City of Pomona to recognize the importance of the bicycle as a viable means of transportation and to make adequate provisions for its safe use within the community.*

As the implementation device of the Bicycle Trails Plan, a staged system development program should be included. This would allow gradual development of the system without overburdening the City's financial situation. Major bicycle routes which connect different districts of the City, and which are oriented toward commuter type riders rather than recreational, should be given first priority for funding. The City will continue to seek State and Federal sources of funding for the purpose of implementing the Bicycle Trails Plan.

*It is the policy of the City of Pomona to support efforts which will lead to the development of a regional bicycle trail system for the Pomona Valley.*

Like Pomona, other cities in the Pomona Valley are also expressing an increased interest in providing greater bicycle safety and are likewise developing bicycle routes toward those ends. In an effort to assure that all such trails are continuous with adjacent communities, a regional bicycle trails plan will be developed to provide the necessary framework within which to plan local systems. The regional bikeway system will be a continuous route connecting the various cities of the Pomona Valley and providing for inter-city bike travel.

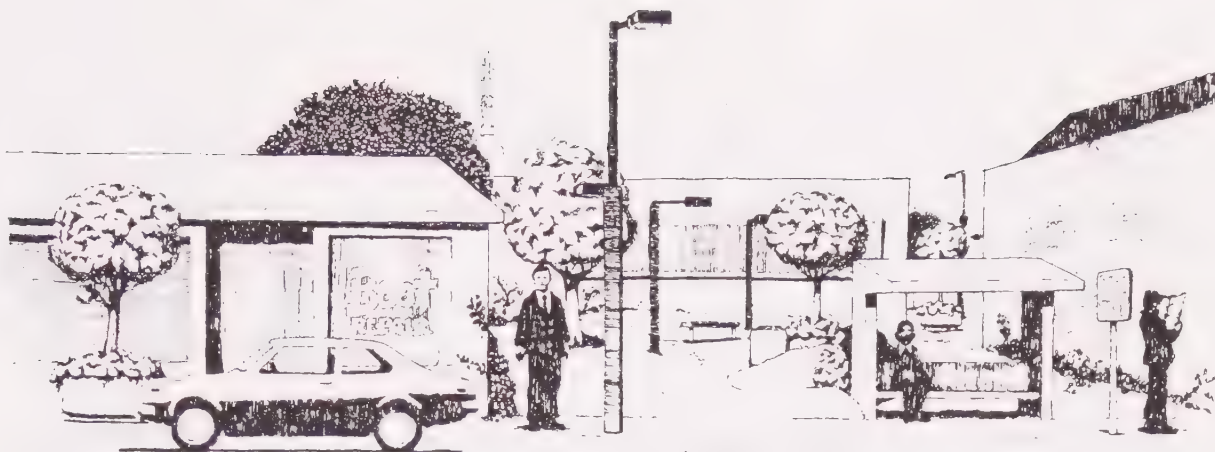
*It is the policy of the City of Pomona to recognize the potential for the development of equestrian facilities in the Phillips Ranch and Ganesha Hills because of their unique proximity to existing or proposed equestrian facilities and trails.*

As further development takes place within the Phillips Ranch and Ganesha Hills, the City will encourage the provision of equestrian trails to form linkages with existing trails at Bonelli Regional Park, Diamond Bar, and the proposed riding trails within the Chino Hills. Because of the hilly terrain and the subsequent larger lot development in both areas, the potential for attracting equestrian oriented developments is

## MAP 5 BICYCLE TRAILS







greater than in other parts of the City Pomona will cooperate as much as possible to aid potential developers in the two areas in providing equestrian facilities. Consideration should be given for the development of an Equestrian Overlay Zone for areas uniquely suited for the private maintenance of horses. The overlay zone would set development standards in these areas regarding minimum lot sizes, the number of horses allowed, and would develop criteria for the establishment of riding trails and other equestrian facilities.

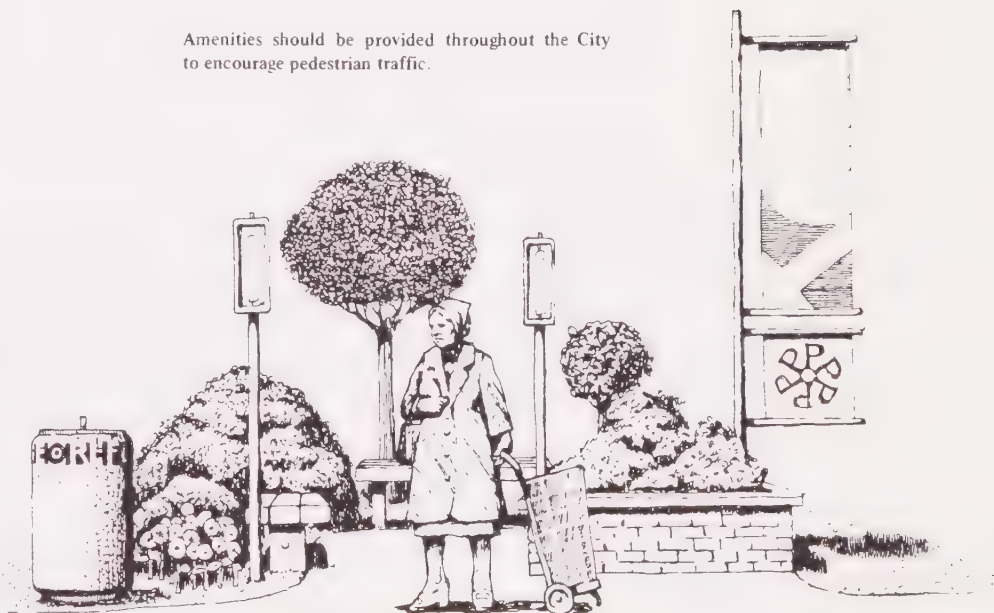
It is the policy of the City of Pomona to encourage the development of a regional equestrian trail system serving the Pomona Valley.

Because of the many existing and proposed equestrian facilities [i.e., Cal Poly, Los Angeles County Fair Grounds, Diamond Bar, Bonelli Park, Chino Hills] and the many individual horse owners in the Pomona Valley, a need exists within the immediate region to interconnect these various facilities and to provide a trail system into which smaller local systems could feed.

One particularly logical equestrian corridor would connect equestrian facilities and trails from Live Oak Canyon at the base of the San Gabriel Mountains south through the City of La Verne, and then to Bonelli Park, Los Angeles County Fair Grounds, California State Polytechnic University, through the Phillips Ranch and Chino

Hills, to a terminus point at the Prado Dam Recreation Area. The City of Pomona will work with surrounding communities for the development of such a trail system.

Amenities should be provided throughout the City to encourage pedestrian traffic.



## TRANSPORTATION

### BACKGROUND

While the circulation system relates to the means by which traffic moves from one place to another [i.e., freeways, streets, rail lines, pathways, etc.], the transportation system refers to the method by which people and goods are transported from one place to another. Transportation services available to Pomona's residents run the gamut from foot power, bicycles and the private automobile, to public buses and trains, to national and international air line service.

The need for effective alternative forms of transportation in Southern California and throughout the nation has never been more acute. Energy shortages, spiraling fuel and materials costs, increased noise and air pollution, and congestion are major problems bringing into focus our serious need to develop systems which could relieve our almost total travel dependence on the private automobile. This dependency not only contributes to the above problems, but also impairs the mobility of the many persons who do not drive or cannot afford a private automobile — generally, the very young, the very poor, and many elderly persons.

Planning for transportation must take into consideration three basic levels of

## THE ELEMENTS

Amenities provided at most bus stops are inadequate in extreme weather conditions.

service and the necessary interfaces between them. First is the local system which accommodates city-wide and limited sub-regional or inter-city travel between local communities. The second level is the regional system which develops inter-city travel on a regional basis — in this case, the Los Angeles - San Bernardino - Riverside Metropolitan Area. The third system is the inter-regional system which connects Pomona and Southern California to other major metropolitan areas of California and the United States. The convenience of transition from one system to another is important if the entire transportation system is to function effectively as an integrated whole.



### Bus Transportation

Bus transportation in Pomona is available at three levels of service: [1] local, [2] regional and [3] inter-regional and trans-continental. Local and regional bus service is provided by Southern California Rapid Transit District [SCRTD], while inter-regional service is provided by Greyhound and Continental Trailways.

Locally, SCRTD bus routes follow major arterial streets, loop through the various districts of the City and then converge in the downtown where transfers may be made to other local routes. The local system essentially serves only the City of Pomona with the exception of an extension to Claremont. Connections to other Valley cities, such as Upland and Ontario, can be made via a regional express bus system.

The local system has received some criticism from Project Concern and Community Workshop participants because it operates on a fixed route basis making it difficult to serve all neighborhoods within "convenient" walking distances to bus stops. This is an especially critical problem for the young, poor, elderly or handicapped persons who must rely almost entirely on this form of transportation as they cannot afford automobiles, cannot walk long distances, or afford taxi fares. There are no provisions within the public transportation system to



handle the special needs of the handicapped persons.

Regionally, SCRTD provides express bus service within the San Bernardino - Los Angeles transportation corridor and connects Pomona to the major cities of the metropolitan region and to local cities within the Pomona Valley. Because this system usually necessitates several transfers on routes between cities local transportation within the Pomona Valley is fragmented and does not offer a viable alternative transportation system to city residents.

In Pomona, many people using the express bus system to commute to Los Angeles presently park near the Garey Avenue interchange [on streets or excess freeway right-of-way] and catch the bus before it enters its freeway route. A park-and-ride facility is available for commuter type trips at the bus terminal near the downtown; however, the lot there operates on a toll basis.

Between El Monte and the Los Angeles terminal the express bus route uses an exclusive right-of-way on the San Bernardino Freeway. Use of this system speeds bus traffic through congested freeway traffic and greatly decreases commuter travel time during peak hours. Future SCRTD transit plans call for an extension of the exclusive bus lane system from El Monte to Ontario International Airport along the San Bernardino Freeway.

#### Taxi Service

The taxi is a much more flexible mode of transportation than the fixed route bus, being able to pick up and deliver at the doorstep. Local taxi service is provided in Pomona by an independent private enterprise. While this firm provides service to all communities in the Pomona Valley area, officials of the company estimate that approximately 60% of their business is in the City of Pomona. In an average month in 1975, approximately 18,000 passengers used the taxi service in Pomona.

For the most part, users of the service are either low income or elderly people without access to a private automobile. The greatest issue here, as expressed at the Community Workshops, is the seemingly higher cost for the greater convenience.

#### Rail Transportation

Passenger train service in Pomona is presently operated by AMTRAK, which handles virtually all intercity passenger trains coast to coast. There are two main transcontinental passenger routes serving the southwestern portion of the United States and both pass through Pomona enroute to their terminal point in Union Station, Los Angeles. Connections can also be made via Los Angeles to the west coast line which runs from San Diego in the south to San Francisco and Vancouver in the north.

Presently there is no commuter rail service available in the Los Angeles Metropolitan area; however, as more emphasis is placed on public transit, such a system might prove to be feasible. The track is there if enough demand could be generated to use such a system. Pomona was once linked by an electric commuter rail service to downtown Los Angeles and other parts of the region. Unfortunately, the Red Car system was abandoned throughout the Metropolitan area, and today only the right-of-way stands as a reminder of earlier wisdom.

Rail freight service is available in Pomona from three transcontinental railroad companies. In recent years the volume of freight handled has remained fairly steady, increasing slightly.

As Pomona's industrial base continues to grow, additional freight train traffic will be generated on all railroad tracks throughout the City, thereby creating additional traffic hazards and congestion on local streets. To alleviate this problem additional grade separations are needed at all major crossing points throughout the City.

#### Air Transportation

Ontario International Airport, located within eight miles of the central business district, provides both passenger and air cargo service. In 1975, eight major commercial carriers and one commuter airline offered daily scheduled service to 22 main cities on the West Coast and throughout the United States.

The volume of traffic at Ontario International Airport has been rising steadily since November 1, 1967 when, by joint powers agreement, it officially became part of the Los Angeles Department of Airports and thus became one of the main satellite airports for the Southern California region.

During 1974, Ontario International Airport handled 1,250,000 passengers. A twenty-year economic impact forecast predicted the growth of annual passenger activity would reach 2½ million by 1975, 7 million by 1980, and a maximum capacity of 12 to 15 million by 1990. According to a ruling by the Civil Aeronautics Board, Ontario International Airport now holds the status of a hyphenated facility with Los Angeles International Airport so that any major airline certificated to serve Los Angeles International Airport may also, with few exceptions and without further permission, initiate service from Ontario on any authorized route.

Over the next 10 to 20 years, Ontario International Airport is slated to become a major aviation center serving a population estimated at 3.5 million over a wide area of eastern Los Angeles, San Bernardino, Orange and Riverside Counties. While the expansion of the Ontario International Airport facility does offer great potentials to improve the accessibility of Pomona, it should also be recognized that such development may also have inherent problems. Although Pomona is not presently affected to any great degree by noise or air pollution from the facility, large increases in air traffic such as those forecast could have a substantial negative effect on the City's environment if not properly designed.

#### Regional Rapid Transit

The Southern California Rapid Transit District [SCRTD] was created in 1964 by an act of the California State Legislature. It is the public agency charged with the responsibility of providing public transportation in Los Angeles County and also with the function of planning, constructing and operating a mass rapid transit system for the area.

In November, 1974, SCRTD presented its Master Plan for Rapid Transit in Los Angeles County. The Plan proposed an ultimate transit system of 240 miles of fixed guideway in a grid pattern throughout the metropolitan area. The Initial development called for a 145 mile fixed guideway system, and expanded regional express bus and local bus service.

Any rapid transit system that may be proposed for the Los Angeles Metropolitan area will need to overcome several handicaps. First is the personal preference for





automobiles as a transportation means and, hence, the dependence that Southern Californians have on its privacy, convenience and mobility. The second problem is more local in nature. Considerable efforts have been expended on the design and routing of transit systems close in to the urban core of Los Angeles. Very little precise planning has been done in the outlying areas such as Pomona. The result is that it is difficult to engender support among local leaders and citizens for new proposals because of the generally vague statements about proposed levels of service, route location and timing to extend service to this area.

#### Multi-Mode Transportation Center

The Pomona multi-mode transportation terminal, centrally located in the downtown business area, was designed as a facility to integrate the various transportation systems. It was intended to provide for the area's future transportation needs by offering safe, convenient transition from one mode to another under one roof. The center is ultimately projected to be a multi-level complex to provide transfer between bus, rail and air transportation systems.

The project was initiated in 1958 and, in 1960, the terminal moved to the converted Southern Pacific Railroad station. The facility presently accommodates a variety of transportation services. At present, however, the concept behind the multi-mode transportation center remains only partially realized. It awaits an efficient, modern, regional transportation system, such as the proposed SCRTD mass rapid transit system which, combined with a short-haul flight service to major Los Angeles airport facilities, would provide the necessary connection between local transit and the regional transportation systems. At the moment, the transportation terminal is serving in a limited

capacity and is in a generally deteriorating state.

#### Evaluation of Transportation Alternatives

The policies and programs presented in this Element of the General Plan are developed on the premise that in order for Pomona, its sub-region [Pomona Valley], and the greater Los Angeles region to continue to grow and develop in an orderly manner and in a high quality environment, a balanced transportation system serving all levels of need [local, regional, interregional] is absolutely necessary. It is no longer possible to maintain a present heavy reliance on the automobile as an almost total means of transportation. New transportation alternatives must be developed to provide greater balance and opportunity within the total transportation system.

It must be recognized that, while the private automobile does provide great convenience, an over-dependence on this single mode of transportation has resulted in numerous physical, social and economic problems. Any proposed alternative transportation system should be evaluated in terms of its responsiveness to the major issues identified as follows:

**ENVIRONMENTAL QUALITY:** Air pollution problems in Southern California are directly linked to heavy automobile usage. The largest source of noise pollution in Pomona is from motor vehicles.

**ENERGY CONSERVATION:** The existing transportation system has resulted in an inefficient usage of energy. As the price of gasoline continues to climb, many people will be forced to seek alternative means of transit.

**LAND USE:** Southern California is world renowned for its characteristic urban sprawl and its many accompanying problems. The great flexibility of the automobile has caused this development pattern which is now maintained by a vast freeway network.

**PUBLIC MOBILITY:** For those who can use it, the existing automobile-oriented transportation system has provided unequalled mobility. But, many persons are restricted in their use of the automobile because of their age, income, health or physical handicap and are often isolated from employment, medical, recreational and other opportunities because of inadequate public transportation.

**SYSTEM RESPONSIBILITY:** While this particular problem is not specifically related to an over-dependence on the automobile, it does have something to do with it. Because of a long reliance on the automobile, there has been established a clear line of responsibility for who does what, where highways are concerned. But, transportation is a relatively new area of concern. Because Pomona is situated adjacent to the Los Angeles - San Bernardino County line, and is itself part of a sub-region with its own transit needs, the problem is compounded. Pomona relates to both Los Angeles and San Bernardino Counties and each has its own transit system. The division of the Valley by the County line has precluded any integrated, sub-regional system of transportation.

Evaluation criteria for determining the responsiveness of alternative transportation systems to major transportation issues, and for analyzing their total effectiveness in meeting the needs of Pomona and its residents, are summarized below. The list is particularly appropriate for local and regional



al levels of transit service since inter-regional systems are usually not controlled or greatly affected by local jurisdictions. Alternative local and regional transportation services should be evaluated in terms of their ability to:

- reduce air and noise pollution and increase public safety;
- provide greater mobility for non-car users;
- decrease congestion on local streets and freeways;
- reduce need for additional freeways in existing urban areas;
- support City land use policies and develop a more structured regional growth pattern;
- develop a financing method equitable to all partners within the system;
- reduce transportation system costs;
- contribute in a positive manner to the overall image of the City.

The final evaluation of any transportation system will come from the persons the system is designed to serve — will they use it? Any alternative transportation system, from a bicycle trail to a transcontinental rail system, must ultimately compete with the convenience of the private automobile.

The alternative must be as fast, convenient, comfortable and costs [time and money] must be relatively equal.

Because different transportation systems are designed to serve different travel needs, each alternative system must also be evaluated in terms of its ability to serve one or more of the three levels of service comprising the total transportation system. First is the local level which serves to move passengers within Pomona and which makes necessary connections to surrounding communities within the Pomona Valley sub-region. Second is the regional level which serves trips on an inter-city basis within the Los Angeles - San Bernardino Metropolitan area. The regional and local systems must effectively interface to provide continuity of transit service between the two service levels. Likewise, adjoining regional systems must also connect for the same purpose. The third service level is the inter-regional level which serves to connect Pomona and the Los Angeles - San Bernardino Metropolitan area to other prominent regions and cities of the nation.

The following City policies and programs for transportation are presented under each of three levels of service which they affect.

## POLICY FRAMEWORK

### Objectives

To provide a transportation system which effectively increases the mobility of Pomona's residents and which provides viable alternatives for movement within the total transportation system.

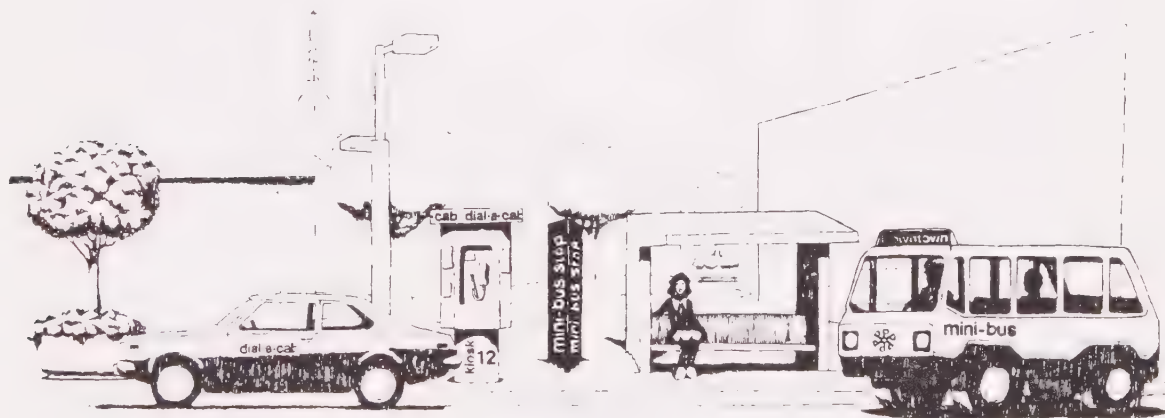
To strengthen Pomona's position as a sub-regional center by further increasing the accessibility of the city from throughout the Southern California region and the nation.

### Policies and Programs

#### Local Transportation

*It is the policy of the City of Pomona to support the development of alternative local transportation systems which effectively serve the needs of Pomona's residents.*

Approximately fifty percent of all trips within an urban area are local and less than three miles in length. Within this three mile range there are two types of trips: [1] the very short trip, usually less than a mile [i.e., to a local market, to a newsstand at lunch



time, or to a local park] which are referred to as "local district" trips; and [2] longer trips, up to three miles, from one district to another, referred to as "community" trips.

Short, "local district" type trips can be accommodated by such alternative transportation systems as pedestrian paths, bikeways, or mini-bus service.

For longer "community trips" mini-buses and regular size buses offer the best alternatives; however, routing plays an important part in determining how effective this mode is in serving the public's needs. For low density areas where insufficient demand exists to support a regular fixed route bus line, a flexible routing demand-activated bus system, which would offer a type of service between that of an ordinary urban bus and a taxi, could be appropriate. Travelers would register a request to use the bus by phone, stating location of pick-up and destination and a bus would be dispatched to the caller's location. Through the use of a central dispatcher or computer the route of the bus would be selected to respond to other such calls along a flexible route. The bus would proceed on its way, picking up and discharging passengers, something like a taxi which is

shared by several riders. Such a system could fill several roles: [1] provide feeder line service to a high volume trunkline bus system or rapid transit system; [2] focus on a high activity center such as the central business district or a shopping center; or [3] simply serve dispersed travel desires.

Within high volume corridors such as major arterial streets and routes between adjacent cities, a fixed route bus system is most appropriate. This system should focus on the downtown area in Pomona and on other high activity centers in neighboring communities. The local fixed route system should interface with regional bus service or rapid transit system in the downtown core area.

Taxi service is also appropriate for local "community" type trips, but because it is not currently a subsidized operation fares are relatively high, and therefore only highly transit dependent passengers who need door-to-door service generally use this mode of transportation. Under a subsidized operation, there is no reason why existing local taxi service could not perform the same multi-passenger dial-a-ride service as mini-bus type vehicles, especially with the use of

twelve-passenger vans. Once a subsidy arrangement has been agreed upon, full operation of the system could be almost immediate since the hardware and management already exist.

The use of bicycles and bikeways is equally appropriate for "community" type trips and "local district" trips. The City will implement the existing Bikeways Plan in an effort to encourage the expanded use of bicycles as a viable alternative to automobile use for local trips. Additionally, Pomona will continue to work with surrounding communities to develop an inter-community bikeway system to link adjacent cities and further expand the opportunities for bicycle use within the Pomona Valley.

*It is the policy of the City of Pomona to recognize the need for a sub-regional approach to transportation planning in the Pomona Valley and to work with other local communities to develop alternative transportation systems for this sub-regional area.*

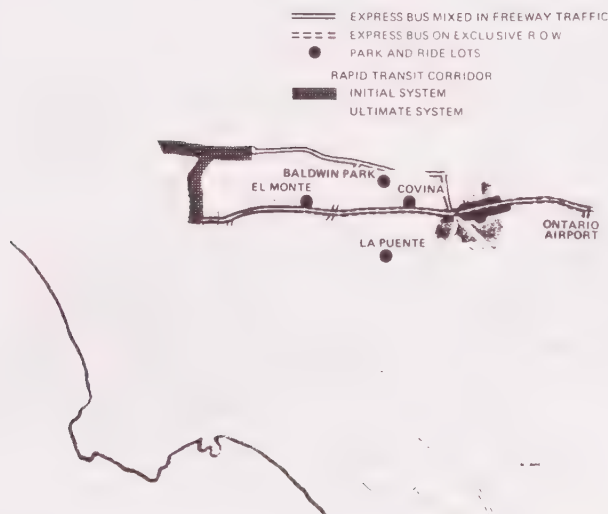
Any plan for alternative transportation systems at the local level must, by necessity, consider not only the very local needs of Pomona itself but must also recognize the broader needs of the Pomona Valley as a whole. Besides cooperating with local cities, Pomona will work with Los Angeles and San Bernardino County transportation planning agencies to determine the most effective means of meeting the future transportation needs of the Pomona Valley. Pomona is not an island in the Pomona Valley. The interests of the City should not and do not end at the city limits. Pomona is one element in a sub-region comprised of many communities, various shared facilities and a complex system of linkages.

#### Regional Transportation

*It is the policy of the City of Pomona to support the development of alternative regional transportation systems which effectively increase accessibility to Pomona and create additional travel opportunities for the City's residents.*

While local trips [under 3 miles] are more frequent, medium length or regional trips [generally 4 to 20 miles] account for fifty percent of all vehicle miles traveled in the Los Angeles Metropolitan Region. The average home-to-work vehicle trip is slightly longer than ten miles. If solutions to our

### MAP 6 PROPOSED RAPID TRANSIT SYSTEM NOVEMBER 1974



transportation, energy and environmental problems are to be found, then effective systems must be developed to serve these medium length trips

Systems which can offer effective regional transportation alternatives include such contemporary modes as private automobile carpools, buses on exclusive freeway rights-of-way, fixed rail rapid transit, and commuter railroad systems. Other systems [still in the technology stages] include fixed guideway systems, such as the mono-rail and rail-bus systems which use buses on a combination of streets and railroad tracks.

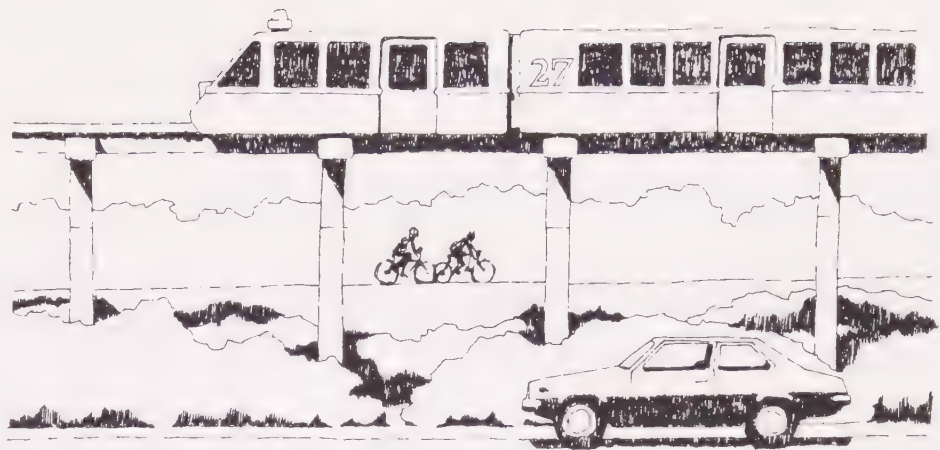
Recent transit studies prepared by the Southern California Association of Governments [SCAG] and the Southern California Rapid Transit District [SCRTD] indicate that a combination of short range programs aimed at improving the efficiency of private vehicles [i.e., preferential treatment of carpools on freeways] and buses [i.e., operating on exclusive rights-of-way], coupled with the long range development of a regional fixed rail rapid transit system, can be most effective in meeting the future transportation needs of the region.

*It is the policy of the City of Pomona to support the concept of a Master Plan for public transportation for the Los Angeles basin.*

Pomona supports the concept calling for improved regional mobility and recognizes the great need to develop a regional system. Within the framework of a regional plan, adequate consideration must be given to outlying suburban communities such as Pomona.

Consideration needs to be given to the routing of the eastern corridor serving Pomona and Ontario International Airport. A more functional route, which would more conveniently serve the work-oriented trips within the San Gabriel Valley, should be considered along the Valley Boulevard corridor connecting El Monte and downtown Pomona.

Any transportation system for the region or Pomona must effectively serve the City's central core area. This concept is not new in Pomona; downtown development plans have centered around the idea of a multi-modal transit facility in the downtown for years. By adopting a more southerly corridor routing through the San Gabriel Valley a downtown transit facility could be more effectively accommodated.



Finally, a transportation plan for the region must be equitably financed. That is, jurisdictions participating in the plan should receive comparable levels of transit service for the dollar amount invested. This is not particularly an easy request to fill; however, every effort must be put forth to accomplish this objective if unanimous approval of any plan is to be gained.

It will be in the best interests of Pomona to work closely with the Southern California Rapid Transit District, the Southern California Association of Governments and other regional transportation agencies, to establish system development priorities which benefit the City and assure that local residents' tax dollars are spent to serve local needs.

#### Inter-Regional Transportation

*It is the policy of the City of Pomona to support the expansion of existing and the development of new inter-regional, transportation facilities which effectively increase accessibility to Pomona and create expanded travel opportunities for the City's residents.*

Bus, rail and air transportation all currently serve the inter-regional travel needs of Pomona. The City should continue to work with providers of this level of transportation service in an effort to continually upgrade facilities and services to Pomona's residents.

The City supports the expansion of Ontario International Airport when such development does not lessen the quality of Pomona's environment. When the need for future expansion does occur, all feasible design alternatives should be thoroughly examined and the one least detrimental to environmental quality should be implemented.

New methods of facilitating inter-regional transportation should be sought which can increase Pomona's accessibility and mobility of its residents. A high-speed rail system capable of speeds in excess of one-hundred miles per hour [similar to those used in Japan] should be considered as an alternative to airline service between major cities such as Los Angeles, San Diego, San Francisco and Sacramento.







# Community Design Element



# Community Design Element

## INTRODUCTION

Few cities achieve the distinction of a unique identity. This is especially true in Southern California, where one city tends to flow into the next with indistinguishable sameness. A few cities, however, do stand out. These cities are characterized by a vitality, sense of purpose, physical uniqueness and livability that brings an image to mind at the mention of their name. At one time Pomona was this type of city.

Pomona's identity, along with much of its uniqueness, has been blurred and confused by the lack of positive guidelines for development during the rapid growth of the past twenty years. It is the generally disorganized nature of this development that has caused the decline in Pomona's physical appearance. Because an attractive physical appearance is in large part responsible for a positive identity, a major goal of the Comprehensive General Plan must be to improve the aesthetic quality of Pomona to re-establish its uniqueness, its importance to the region, and its livability.

Development since the early 1950's, for the most part, has been based solely on immediate economic considerations. But the economics of good design were ignored. The fact is that those things that are designed well on both functional and aesthetic levels tend to retain their usefulness for longer periods of time. This lack of foresight has left Pomona with several areas that have failed to reach their potential or have been unable to retain their intended usefulness.

The benefits of quality design standards go beyond the creation of a positive image. As a city becomes more orderly and coherent it becomes more livable, more easily understood and, therefore, more functional. With design standards aimed at raising the quality of the urban environment, people investing in Pomona can be assured that all future development will enhance and not detract from their City.

Concern for the nature of Pomona's urban environment has been voiced by both citizens [during the Community

Workshops] and by the City's government [resulting in the creation of the Mayor's Committee on Beautification]. The Community Workshops identified the lack of an orderly, well designed environment and poor physical definition of Pomona's identity as basic problems contributing to a lack of pride and confidence in the City.

There has been growing concern in recent years about the quality of the manmade environment. One area that has been identified as needing improvement is the visual nature of the urban environment and the interfacing of its diverse elements. The problem boils down to a lack of concern for the whole of the City's environment: the design of individual elements and their interrelationships.

## WHAT IS THE COMMUNITY DESIGN ELEMENT

The Community Design Element of the General Plan establishes goals and policies to enhance the livability and investment potentials of the City by insuring the highest attainable level of quality in the design and re-design of the City's physical forms. To create an orderly urban environment with continuity among its various elements, it is necessary that the design process be regulated. It is this continuity that will set Pomona above the majority of communities in Southern California. The Community Design Element illustrates those design concepts which are felt to be applicable to Pomona's nature and physical identity. A majority of these design concepts are presented to apply to generalized situations. Thus, in addition to setting goals and policies, the Community Design Element can also be utilized as a source book of possible solutions for design problems as the opportunity for implementation arises.

The Community Design Element is broken down into several sections and subsections as listed below.

**IMAGE** — deals with the basic identity of Pomona; how it can be changed and strengthened.

**CITY STREETS** — deals basically with the corridors of movement through the City, the role of design in their functionality and their importance in presenting a positive image of Pomona.

**ARCHITECTURE** — deals with the nature of architectural forms and their relationship to one another and their immediate environment. The sub-section on New Development discusses the responsibilities of new development to its immediate neighborhood and the City as a whole. Architectural Conservation deals with the part played by existing structures in making up Pomona's total identity.

**RESIDENTIAL** — deals with the importance of the various residential neighborhoods and their individual identity, maintenance and preservation.

**COMMERCIAL** — deals with one of the most visually prominent areas of the City: general commercial development, strip commercial, commercial districts, the downtown and the appearance of individual commercial facilities.

**INDUSTRIAL** — deals with the appearance and design of individual industrial facilities, industrial districts and how they interface with other elements of the City.

## GOAL OF THE COMMUNITY DESIGN ELEMENT

To recognize the positive design features of the community, to preserve and enhance those features, and to improve the livability and cultural life of the community through physical design considerations in areas where it is less than satisfactory such that the result is an environment defined by quality, cohesiveness and human needs.

## IMAGE

### BACKGROUND

"Image" is a term that is difficult to describe or define in just a few words. It can be many things to many different people. A member of the Community Workshops described "image" very simply by saying: "An image is something you imagine to be true. It is the afterglow or the way a person feels about something in relation to everything else".

In referring to a city, image can be described in terms of physical or non-physical [social and economic] aspects. Image can also be described in terms of local citizens' perception of the community as well as the image of the city as perceived by non-local persons. Images formed by non-local persons may be extremely limited and based on a one-time visit, a passing glance from the freeway, a newspaper article or hearsay. It is important to remember that regardless of the validity of the image [whether it is real or imagined], it is how people imagine the situation to be, and as such, it can have a profound effect on the City.

Participants at the Community Workshops were particularly concerned about the physical image that Pomona portrays. About the streetscape they said

"signs are large, garrish and prolific; City entrances are indistinguishable, unmarked and generally unattractive; major streets

are overly wide and appear as hot expanses of asphalt with little relief. Railroad rights-of-way are not attractive. The downtown appears dull, offering little to attract shoppers. Some residential neighborhoods do not appear clean and well maintained and remain unoccupied for extended periods of time."

On the positive side, Workshop participants felt that Pomona did have some outstanding locational advantages. Located in a valley and surrounded by public open space and mountains, Pomona is separated from the sprawl of the Los Angeles metropolitan basin. In addition, Pomona does have many fine parks, several very attractive neighborhoods and appears to be a spacious, lower density community.

### POLICY FRAMEWORK

#### OBJECTIVES

To promote a positive image of Pomona on all levels to both residents and non-local persons alike.

#### Policies and Programs

It is the policy of the City of Pomona to place a major priority on improving physical and visual images of the community.

For Pomona to continue to grow and develop in a positive manner it is important that the fundamental image of the City as perceived by the individual be one that forms a basis for confidence and commitment to Pomona. It is thus necessary that all decisions made on proposed development and expenditures for beautification, carefully weigh the value in terms of how they will contribute in a positive way to the total image of the City. As one Workshop participant noted, "We're not trying to change Pomona, we're just polishing her up a bit".

Pomona will continue to encourage new development of all types, but the acceptability of such development in every case will be carefully considered as to its effect upon the City's environment.

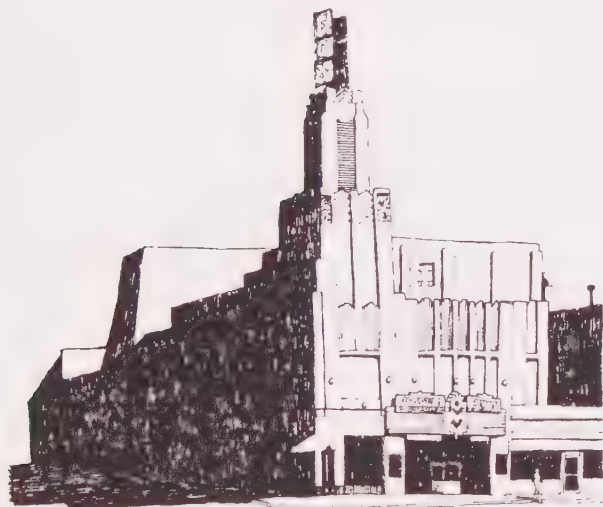
Pomona will strive to promote a positive physical image that encourages quiet, attractive residential neighborhoods; a pleasant, human streetscape; cohesive, well designed shopping and work areas; and a recognition

that the rich diversity of peoples and lifestyles should be enhanced to avoid an uninteresting, bland and overly homogenous community in the future.

Pomona has fallen behind in its beautification efforts and, in many cases, is just now recognizing its responsibility to the environment and the people living here. It will be necessary for the City to expend much greater energies and amounts of money on beautification efforts than it has in the past.

*It is the policy of the City of Pomona to insure a positive visual character in all municipal facilities through a unified design system.*

Standards of design for all elements of City government should be of the highest attainable quality. The appearance of these elements should exemplify those standards which all sections of the community must achieve to enhance the physical image of Pomona. Basic in such a plan would be proposals ranging from graphic imagery, to the appearance of city vehicles, distinctive directional signing, the fundamental architectural theme for city facilities and all additional elements which would serve to form a distinctive image for Pomona as a whole

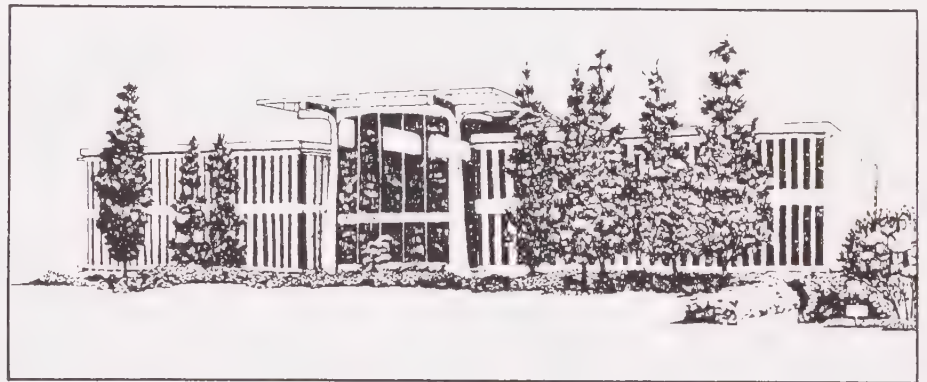


Certain architectural features have become landmarks and contribute to Pomona's image and identity.

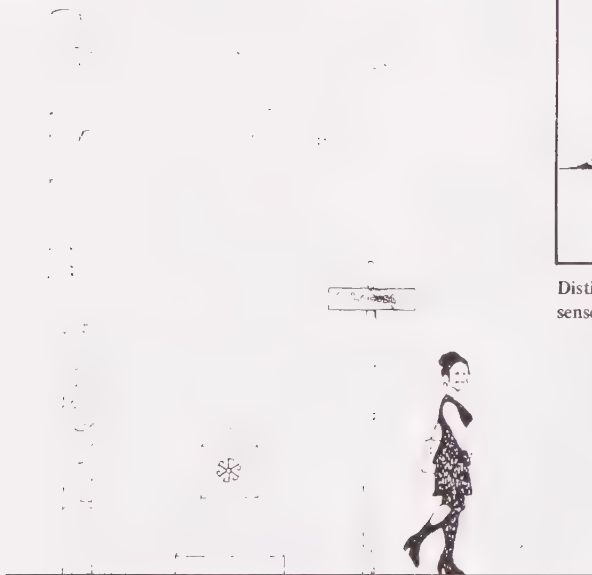




Participation by community services groups in Pomona's beautification efforts will contribute greatly in expanding the scope of this image enhancing program



Distinctive visual images can contribute to Pomona's sense of identity.



## CITY STREETS

The visible nature of a city's streetscape is one of the major components of its environment, and it is on this level that the character of a city is most often observed. Streetscape is characterized by the type of landscaping, city entrance treatments, street furniture, street contour, and the presence and location of utilities. When the visual perception of these streets and their components shows a cohesive orderly structure it adds to the positive image of the city as a whole. On the other hand, when the appearance is one of apparently random development, without a unifying pattern, it gives the impression of instability and a lack of purpose. Pomona's streets, in many cases, lack the impression of cohesiveness and so do not represent the basis for a positive image.

The design and location of the various streetscape features along Pomona's streets should be of a unifying theme which will serve to make the City's street system the cohesive framework which unites its diverse neighborhoods and districts. The repetition of basic design treatments of a distinctive style throughout the City should serve to visually enhance the environment, contribute a unifying theme and establish a character which will add to Pomona's basic identity. The different design treatments should be utilized to exploit positive features while correcting the negative ones along City streets.

The City's pattern should be easily discernible to the traveler, and easily remembered by the resident. By standardizing the design treatments along city streets it will be possible to show the function and nature of a street by the design treatments used. As well as indicating the City pattern to motorists, design treatments should make provision for alternate forms of transportation. Pedestrian travel has been ignored almost totally in our attempt to accommodate the automobile. Both walking and bicycling along Pomona's streets are not presently pleasant experiences and, in some cases, are actually dangerous or impossible. In this era of fuel shortages and growing concern about the environment, those forms of transportation which do not deplete fuel resources nor pollute the environment must be encouraged.

The City Streets section is concerned with Pomona's streets both as transportation corridors and as an integral design element in the urban environment.

## BACKGROUND

### Landscaping

Landscaping, if used effectively, can add a softening and natural element which is now lacking along many of Pomona's streets and highways. As has been amply pointed out in the Community Workshops

and the Mayor's Committee on Beautification, landscaping can have a pleasing effect on the environment when used to further enhance the positive street appearance and, at the same time, balance against overly harsh or otherwise negative elements. There are few design treatments which are more effective in softening the overall feeling than streets which are properly landscaped with trees and shrubs of appropriate scale.

The need for landscaping is most apparent in the City's commercial areas. Located along arterial streets, these commercial areas play an important role in Pomona's visual identity. The City has had a street tree planting program in these areas for many years. The prevailing policy has been to use trees that are easily maintained, do not cause any problems because of size, and which do not obscure the commercial businesses or their advertising. This has resulted in the planting of trees which are vertical in scale and have small heads of foliage. While the presence of the tree planting program is to be commended, the specific trees that have been chosen for the program are generally totally out of scale with their environment and consequently, almost completely lost visually. In short, they do no function as originally conceived.

Landscaped open spaces and parks within Pomona presently have the character of being unrelated individual elements. Streets and other linkages do not become the corridors which connect the schools, parks and natural areas of the City into a cohesive open space network. Landscaping is also underused as a tool to accommodate the smooth interfacing of unrelated elements within Pomona. In some cases, residential areas presently abut major streets, freeways and commercial and industrial facilities without the buffering that could be accomplished with the use of proper landscaping techniques.

Pomona is a relatively older community and throughout her history the City, residents and businesses have planted thousands upon thousands of trees. The result is that from high vantage points Pomona now appears covered with large, mature trees. Mature trees are a resource which should be protected whenever possible. The visual effect of the mature vegetation in older areas of the City is one of the major factors contributing to their charm and character.



The majority of City entrances and major thoroughfares do not contribute to a positive visual image of Pomona.

All too often new developments suffer unnecessarily from the starkness of their appearance. A major factor in creating this image is the size and scale of landscaping used along adjacent streets. Where it may be less expensive to use smaller, less mature landscaping, the resulting overall appearance visually isolates the development from its surroundings. Efforts need to be initiated to insure a blending of the old and the new.

### City Entrances

The entrances into a city are extremely important in establishing the city's identity to the traveler. First impressions are important and the City's entrances are the first opportunity to present a positive image of Pomona. Not just the newcomer, but the resident as well, should be made aware that he is entering his city, and it should be a positive recognition created by a well designed entryway.

Pomona's entrances are poorly defined in all cases and the negative image this creates is becoming increasingly more evident to citizens and City government alike. This lack of definition at Pomona's boundaries was recognized as a problem during the Workshops and the Mayor's Beautification Committee was formed initially to study this specific problem. While the job of the Workshops was merely to identify the problem and identify broad goals regarding improvement, the Beautification Committee has gone deeper into this area, studying priorities and costs for design treatments, and recommending possible sources of funding for entrances as well as other beautification efforts.

### Street Furniture

Street furniture defines those objects which are commonly found along a city's streets such as information and directional signing, light standards, benches, trash receptacles and all others which serve a functional purpose. In addition, those elements which serve to enhance the environment visually, such as paving treatments, planters, fountains and others can be classified in this category also. In all cases these elements can and should be designed in such a way that they become a unifying element along city streets.

Those elements of street furniture which are designed to serve the pedestrian are almost totally lacking in Pomona. Walk-

ing along city streets is, in many cases, an unpleasant experience because of streets designed to accommodate the automobile to the almost total exclusion of the human being on foot. The problem is most apparent in commercial areas where little or no attempt to provide comfort or a positive environment for pedestrians is contrasted against vast areas of land and a large number of facilities devoted to the care and accommodation of the automobile. Those amenities which provide the necessary comfort and security for pedestrians must be provided throughout the City in order to make walking a viable form of movement within Pomona.

One design for all street furniture would not be appropriate for all of Pomona. By establishing a basic design theme and vocabulary of material though, the design of street furniture throughout the city can be made to relate while remaining flexible enough to suit the various neighborhoods and districts. The design of street furniture can create the necessary visual balance in individual areas as well as providing a unifying theme throughout the City.

### Street Contour

Contour is the basic layout and definition of streets. Viewed from above (as on a map) street contour is seen as the pattern and relationship of individual streets. Viewed from ground level it is the visual definition of the street edge

as seen by the motorist and pedestrian.

The layout of streets imparts the basic form which makes the city understandable. Such understanding is necessary to allow easy movement from one location to another and recognition of the different areas and elements which form the city. Strong definition of street edge as viewed from ground level is also important as it contributes to a balanced visual environment.

Originally designed to accommodate large groves in the north, commercial and residential in the central portions, and the family farms in the southern part of the City, Pomona's street pattern was laid out in a rectilinear grid system with streets intersecting one another at regularly spaced intervals. This has resulted in monotonous corridors of seemingly endless views down many streets. To correct this sameness and monotony, specific design treatments are necessary to break up the space into more understandable units.

A visual problem, from the ground view, along Pomona's streets is the lack of well defined street edges in many areas. It is difficult to determine where the street stops and development begins. This is caused by spotty placement of structures and a lack of properly scaled landscaping. This situation is not conducive to a positive image and, again, could be corrected by the use of appropriate design treatments.





## Public Utilities

Utility poles and the wires they carry contribute negatively to the visual environment. Large overscaled light standards and traffic signals also detract visually from many areas.

Presently the City encourages the creation of Underground Utility Districts to alleviate some of the problem. Undergrounding of telephone and power lines is mandatory in all new developments, and has been successful in a number of areas that have been redeveloped. An extensive undergrounding program is in progress along Holt Avenue.

In the case of light standards, a better relationship in scale between the standards and their immediate surroundings would improve their overall effect. More flexibility is necessary in the placement and type of standard best suited to a particular area.

## POLICY FRAMEWORK

### Objectives

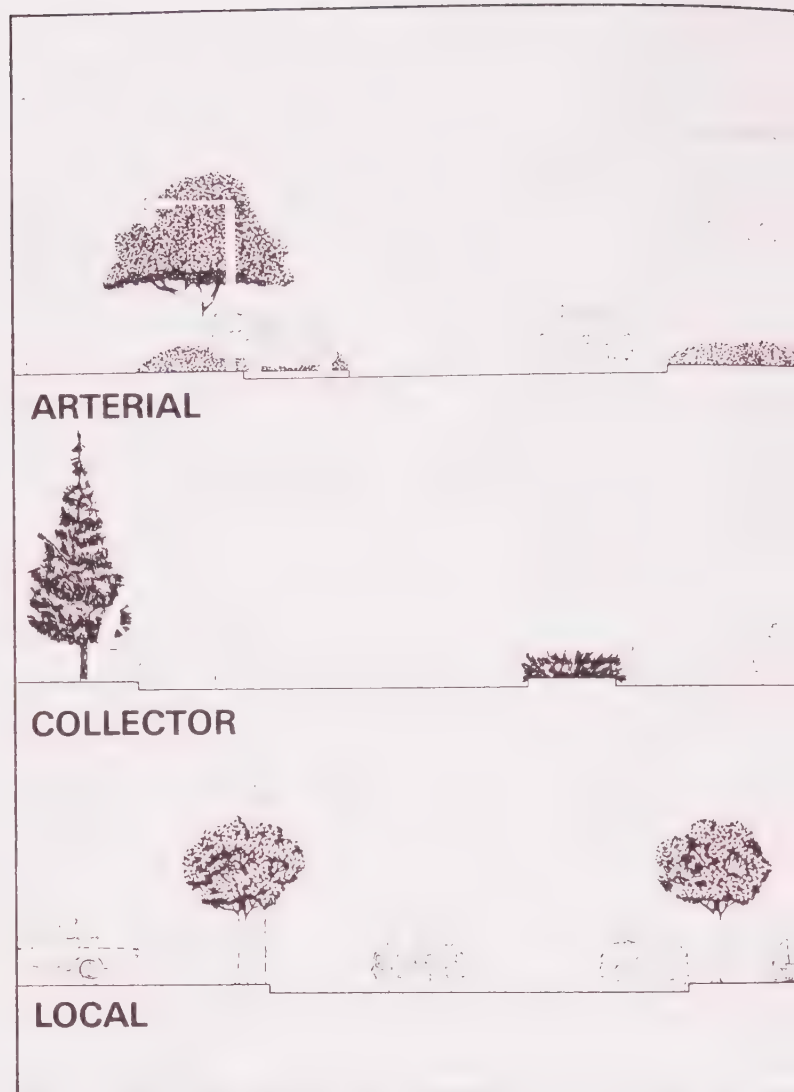
- To enhance the City's visual image and create a comprehensible pattern through the use of distinctive design treatments.
- To make the City's streets the unifying framework of the community through the use of distinctive design treatments.

### Policies and Programs

#### Landscaping

- *It is the policy of the City of Pomona to promote the installation and maintenance of landscaping in public and private areas according to street type, surrounding architecture and general character of the district.*

The planting of trees, shrubs and flowers should be used to soften the stark effect of large areas of asphalt and concrete and to complement architectural forms. Along city streets, landscaping material should be used to buffer residential neighborhoods from the effects of heavy traffic and to screen unsightly views from major streets. All major streets shall have some form of landscaping, and the type and scale of landscaping shall be carefully



designed to suit the nature of streets and the development along them.

The design for landscaping along city streets should not be restricted to the systematic planting of trees and shrubs. Other design features such as mounding or berms, unique paving treatments and a variety of plant materials should be incorporated to subtly add the interest and diversity necessary for a vital, stimulating

environment. Major new development along arterial streets shall be encouraged to enhance the visual image of its immediate environment through the use of landscaping. The design of the landscaping used in the plazas, gardens and open planted areas of the development should take into consideration the nature of the landscaping used by the City and neighboring developments in order to avoid jarring contrasts in material or scale.

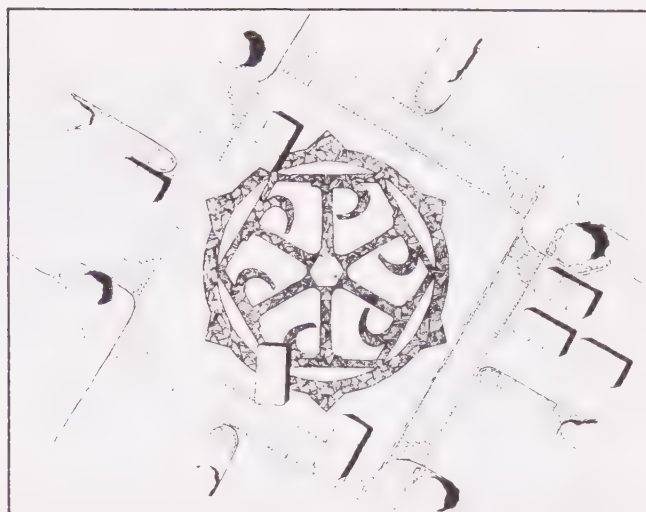




By establishing standardized design treatments along City streets it will be possible to make the function and relative importance of individual streets readily apparent to the traveler.

*It is the policy of the City of Pomona to indicate the nature and function of streets and other circulation linkages by a city-wide plan for landscaping.*

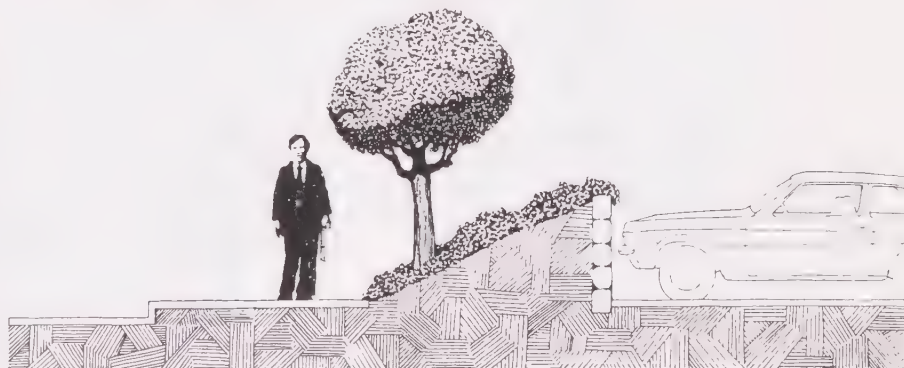
Landscaping along streets, flood control channels, bicycle and equestrian trails should form the links which unite the open space network and provide pleasant corridors between its components. The



A Mandala utilizing the City's rotated "P" symbol will be used to identify major intersections and promote Pomona's image.

type of landscaping treatments along these links should also readily indicate their nature to the traveler. Major arterial streets should be easily identifiable as corridors for convenient movement through the City, by their relatively formal landscape treatment. This should include moderately large trees and minimum variation in the species of plant materials used. Secondary arterial streets should have a less formal design, but also be recognizable as corridors of movement through the City. In both cases, planted medians shall be part of the design whenever appropriate and feasible. In general, by indicating the hierarchy of streets and highways through landscaping treatments, the City's basic framework will be made more obvious as well as being visually enhanced.

Specific designs for bicycle trails and pedestrian paths should incorporate landscaping to protect the user from traffic and to screen residences which the trails might pass behind or beside. When bicycle trails parallel major streets or highways, landscaping and other treatments can be used to define the path and separate the cyclist from the flow of vehicular traffic. This treatment is also applicable to pedestrian paths, where sidewalks can be made to wander between landscaped mounds in order to add an element of interest to what otherwise would be a traditional sidewalk. These landscaped pedestrian paths should also be designed to cut through mid-block in areas of high foot traffic, to create short-cuts for use by pedestrians.



Parking areas abutting city streets should be screened from view by the use of landscaping and mounding.

## City Entrances

*It is the policy of the City of Pomona to make entrances into the City more prominent and attractive in order to reinforce the identity of Pomona and create a sense of arrival.*

Definition of city boundaries at major entrances creates a sense of arrival, a physi-

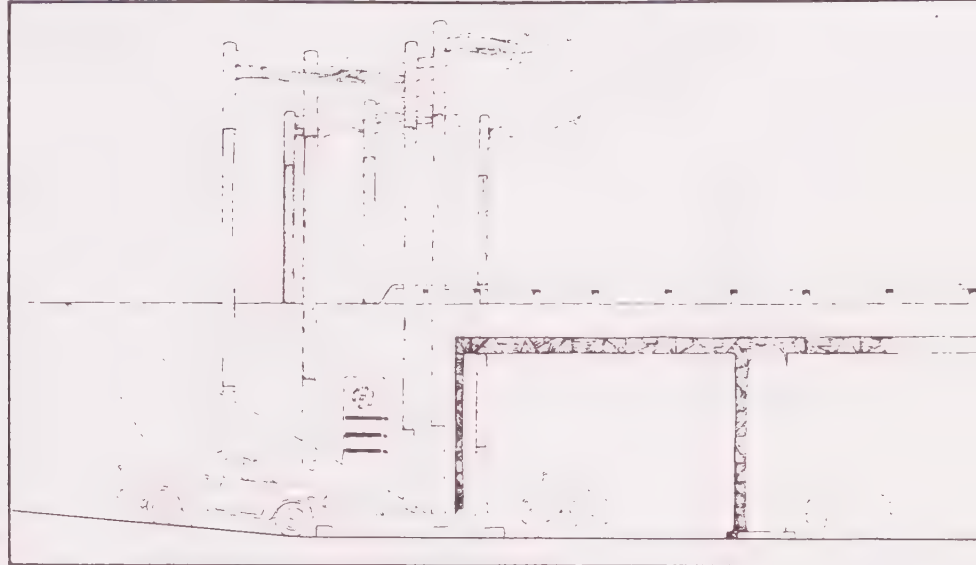
cal beginning to a journey into or through the City. An attractive, well defined entrance also gives a feeling of orderliness and demonstrates a sense of pride.

The design of entrance features should take into consideration the nature and importance of the individual entrance site. A hierarchy of entrance feature designs should be established, ranging from elaborate design treatments for major entrances

down to pole-type markers for minor entrances.

The basic design of entrance features should be of a style that can be repeated throughout the City in order to reinforce the image they create. Entrance markers in particular should be of a design which can be readily adapted to signing for individual districts and important features within the City.

City entrances along both freeways and surface streets should be distinctive and impart a "sense of arrival."



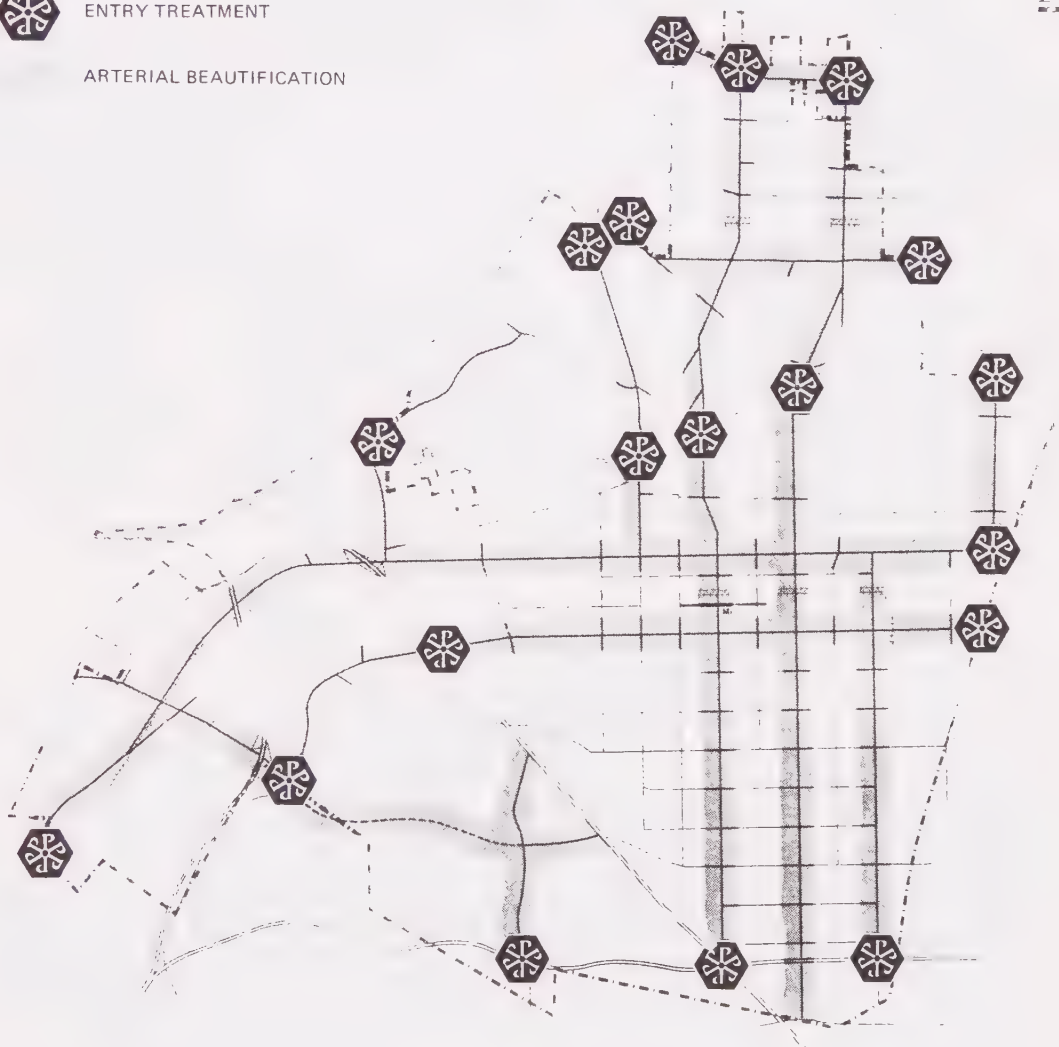
## MAP 7

### BEAUTIFICATION PROGRAM



ENTRY TREATMENT

ARTERIAL BEAUTIFICATION



## Street Furniture

*It is the policy of the City of Pomona to make street furnishings along major streets a basic unifying element of the urban environment through their placement and design.*

*It is the policy of the City of Pomona to increase amenities and provide human scale along city streets in order to insure increased comfort and usability for pedestrians and bicyclists.*

Pomona is in need of a system of street furniture whose components are designed to inter-relate and complement one another. The system should provide comfort, convenience and a unifying theme along city streets, thus being a major step in improving the City's environment on both a visual and functional level. This would involve the development of a plan in which benches, fountains, pedestrian plazas, light standards, traffic signals, and all other objects found along city streets would be designed into a system which helped to define and link the individual districts within the city. In designing such a system for Pomona, three requirements should be met: the system should be functional, visually appealing and present a unified image of the City.



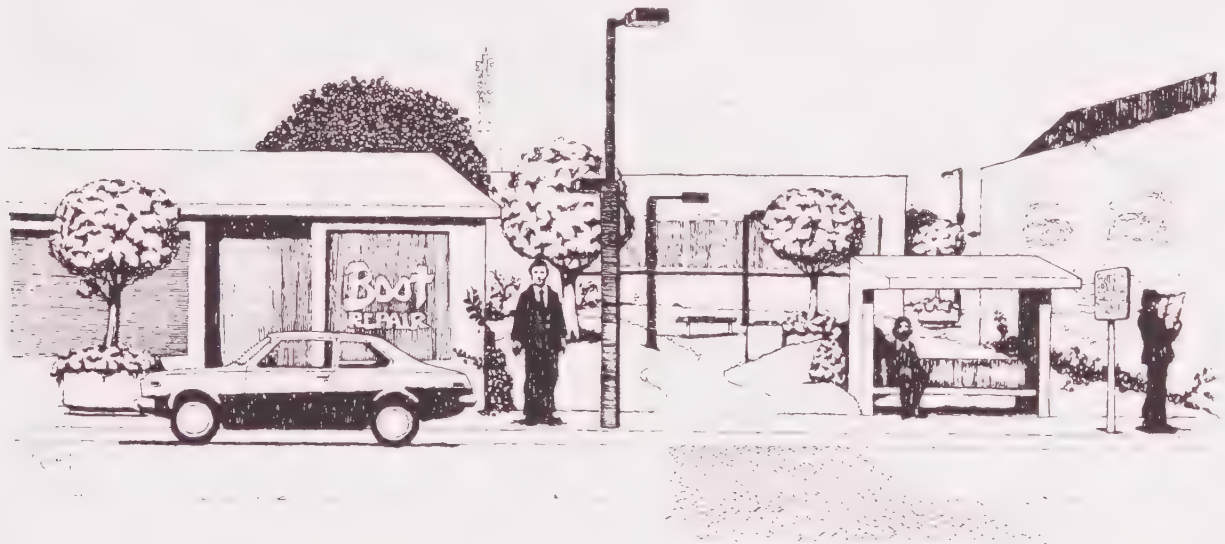
Comfortable and aesthetic seating should be provided in areas of high pedestrian traffic.

To be functional, the system should enable pedestrians, handicapped persons and bicyclists to move throughout the City easily and safely while providing amenities, such as rest areas and drinking fountains, for comfort. Directional signing of a distinctive graphic style should be included to indicate routes and destinations quickly and easily.

The components of the system should be appealing in that they serve to enhance the streetscape. Motorists and pedestrians alike should be able to enjoy the visual

effect created by uniquely designed street furnishings. Areas should also be created where people can gather in a pleasant setting to eat lunch, rest or just watch the passers-by.

Although one design would not suit all areas of the City, the basic design theme and vocabulary of materials could be modified and tailored to each individual area. This would set a style which would be associated with Pomona, thus contributing to the City's basic identity.

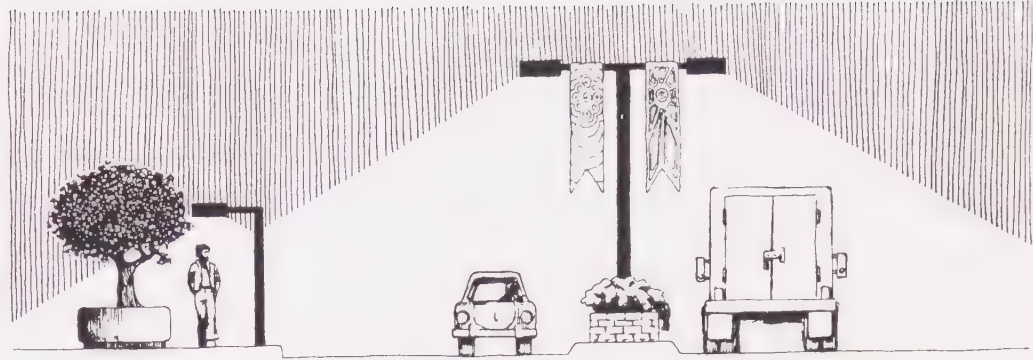




## Street Contour

*It is the policy of the City of Pomona to promote the visual coherency of the existing street pattern while enhancing the appearance of individual streets.*

For Pomona's street system to achieve its full potential of functionality, its basic pattern must be readily comprehensible. The nature and type of street should be ascertained easily by the traveler through its general layout and appearance. Although signing plays a major role in this information process, a more subtle reinforcement can be obtained through the use of appropriate design treatments. Besides identifying the nature and function of streets, the proper design treatment in the right location can be used to slow traffic, direct the traveler



Street lighting should relate in scale and appearance to its immediate surroundings.

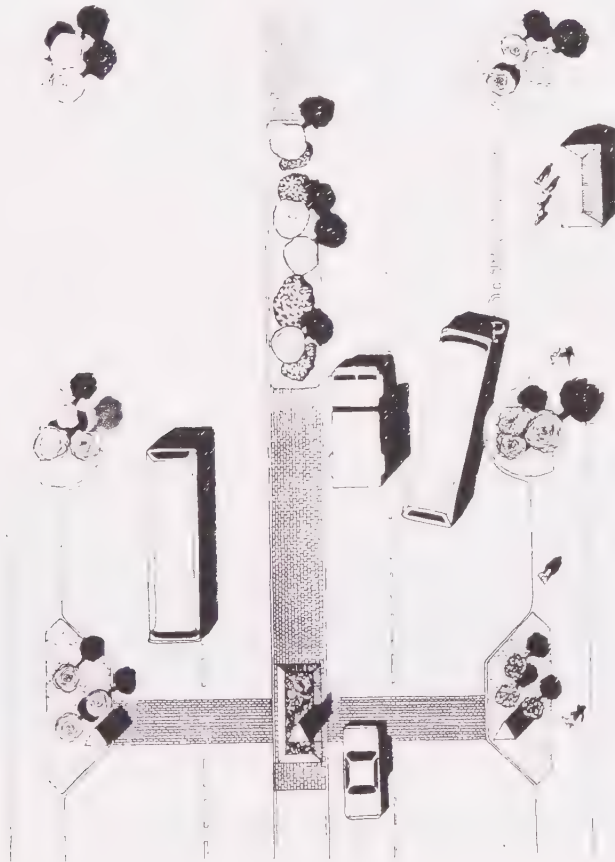
toward activity centers and generally control the flow and circulation of all forms of transportation. The psychology of design, in addition to traditional principles of traffic engineering, should be considered and utilized in all attempts to improve the systems of movement within Pomona.

The City's original street pattern was laid out in a grid system, with streets intersecting one another at right angles at regularly spaced intervals. The lack of bends or curves, in addition to the uneven development along these streets, has brought about a combination of monotonous vistas and poorly defined street contours in many areas. When this type of seemingly endless view occurs down a straight unbroken street, an attempt should be made at some strategic location to block the view or create some detail which will psychologically relieve the driver. In either case, landscaping of an appropriate scale would be suitable if designed properly. The use of landscaping, architectural elements and sculptural features to redefine the street or right-of-way will present a more orderly, pleasing appearance along the street.

## Public Utilities

*It is the policy of the City of Pomona to promote the undergrounding of utilities in established areas, and require the undergrounding of utilities in areas to be developed in the future.*

*It is the policy of the City of Pomona to insure that any above ground utilities are designed to be functional in scale and compatible with their surroundings.*



## ARCHITECTURE

In evaluating Pomona's identity it is necessary to recognize the importance of the visual quality of architecture in establishing a positive image for the City. Architectural forms are, in most cases, the dominant visual element in the urban environment; and, as such, have a major effect on establishing the image and identity of any area.

Architecture is historically the most visible and last physical representation of the values and aspirations of a society. In the past there was usually one predominant style and since the majority of buildings were built in this style, they worked well together visually. Today, because of technological advances and the number of styles and variations available, there is the possibility of unlimited variety in architectural form in any one community or area. The problem is that not all styles work well together, and to allow unlimited freedom would be to invite chaos in the visual environment. It is, therefore, necessary to evaluate Pomona's architectural environment to develop goals and set stand-

ards as to what would constitute a suitable addition to it.

## BACKGROUND

### New Development

Attaining a level of high aesthetic quality in the architecture of Pomona's new development is essential to creating a well designed, visually superior environment. Although cosmetic treatments can improve the appearance of existing development, the entire image of Pomona must have a firm basis in development which is superior in the conception of its design.

Many areas of Pomona now suffer from a lack of visual cohesion caused in part by the unrelated appearance of its architecture. Freedom of expression is a necessary part of architecture, as in any art form, but Pomona's environment must be protected from the influence of visual elements which have a basically disorganizing effect. Basic design requirements must be strong enough to insure a minimum level of design quality in a new development without creating an atmosphere of sameness in architectural design.

## Architectural Conservation

Pomona's relatively long history has left the community with many distinctive buildings and districts from past eras. These remnants of past development, whether they be residential, commercial or other structures, often achieve a level of architectural design quality not easily found in today's world. They provide a link with Pomona's past and produce a sense of stability and orientation impossible to achieve in new developments.

It has been the philosophy in the past that 'new means better', but in many instances this has not been the case. Following this philosophy, many older areas have been destroyed to make room for newer development that lacked the quality of what it replaced. That philosophy must change. Pomona must investigate the alternatives before allowing the destruction of irreplaceable assets. One alternative is the rehabilitation and re-use of unique older development and buildings, rather than losing a physical reminder of the City's heritage, stability and identity.



The design of new development over the last 20 years has seldom taken the visual character of existing development into consideration.

## POLICY FRAMEWORK

### Objectives

To insure the highest possible aesthetic quality in the architecture and other design considerations of new development

To insure the preservation of structures and areas of historical or architectural merit.

### Policies and Programs

#### New Development

*It is the policy of the City of Pomona to insure that new development shall be a positive addition to the City's environment and will not detract from the nature of the character of appropriate nearby established development because of architectural style, scale and location.*

It would be difficult to regulate totally the aesthetic qualities of architecture and to do so would stifle the individuality and creativity in the design of new development. To insure visual harmony in the environment, buildings should be viewed in groups such that individual structures relate in scale and design to their neighbors. At present there are several areas in Pomona where the character of existing development was not considered in the design of newer development, leaving the possibility for a discordant visual relationship. To insure a coher-

ent visual relationship between developments scale, architectural style and choice of materials should be considered before approval is given to any new development.

Abrupt changes in scale tend to have a disorganizing effect on the visual environment as a whole. Changes in scale throughout the City are necessary in order to provide the different building types required in Pomona, but such changes should always be gradual in order to avoid visual disorder. The scale of a proposed development should not necessarily be judged by its actual size, but by its apparent visual size in relation to its neighbors.

The architectural style of a proposed development need not be a copy of nearby development, but its design should respect and blend well with the dominant character of the neighborhood. Duplicating some aspect of the detail, texture or color can serve to strengthen the visual character of the immediate environment. Materials used in the construction of new development can also strengthen visual ties with existing structures. Through the use of similar materials, different styles can often be blended harmoniously.

There are several strategies that shall be utilized to promote the highest standards of architectural excellence. They include: the development of an educational program on good architectural design; working with architects and site planners at the earliest possible stages to insure that the City's goals

and objectives are considered; and creation of an Architectural Review Board. The need for some control over the visual effect of new development should be obvious. It is hoped that an Architectural Review Board can provide this control while remaining flexible enough to allow creativity and individuality in architectural design. The main objective of such control is the improvement of Pomona's physical image by the creation of an orderly, pleasing urban environment for the City.

*It is the policy of the City of Pomona to encourage all new development to respect distinctive land forms in its design.*

New development should deal with distinctive land forms [i.e., hilly areas and significant rock outcroppings] in a manner which protects basic contours and visual appearance. A minimum amount of recontouring should be used and, where interfacing is necessary, appropriate types and amounts of landscaping should be used to camouflage any 'scars' left in hillsides. Distinctive land forms which contribute to the visual identity of Pomona should be protected from development for the enhancement of the entire City. New development should take advantage of scenic views by orienting the project toward it, and should never interfere with scenic elements of the environment because of location.



The visual relationship between the old Chamber of Commerce Building and the new Wells Fargo Bank in scale, texture and color contributes to a harmonious blending of the two distinctive architectural styles.



### Architectural Conservation

*It is the policy of the City of Pomona to preserve areas of historic or architectural significance as physical representations of Pomona's historic and cultural heritage.*

*It is the policy of the City of Pomona to encourage the restoration and reuse of older structures which add to Pomona's character and sense of cultural and historical identity.*

The City, in conjunction with the Pomona Valley Historical Society, should develop a list of areas and individual structures of historic or architectural merit. Those structures and areas whose appearance or historical value add to the character of Pomona should be included in the list, along with estimated costs of restoration and possible reuses.



Many fine examples of Pomona's architectural heritage are destined for destruction unless new uses and means for restoration can be found.



## RESIDENTIAL

### BACKGROUND

One of Pomona's most outstanding resources is its diversity. Nowhere is this diversity more apparent than in the contrast in the character of the individual residential neighborhoods. The character of these neighborhoods is a combination of the values and lifestyles of its residents and the physical nature of its development. When a distinct positive character exists in a neighborhood it should be protected and enhanced by the residents.

While the design treatments along the City's major streets provide the cohesive framework which gives the City form, individual neighborhoods and districts add the diversity needed in a viable community. For a city to be understandable there must be different identifiable districts. By promoting the unique character of each cohesive residential area this can be accomplished in part.

Unique districts can be the product of an underlying theme or element [i.e., architectural and cultural] or can be created by physical barriers such as hills, freeways or major streets. The City is presently divided into a number of recognizable districts; for example, the Ganesha Hills, Westmont and Cherrieville are generally accepted as unique districts within the City.

One of the basic concerns expressed by the Community Workshops, the Community Attitude Survey and Project Concern relates to the appearance and livability of their immediate neighborhoods. Their definition of a neighborhood included just their block or an area of several blocks around their homes. It was the section of the City they were most familiar with and cared the most about. It follows then, that if people are going to take pride in Pomona they must first be able to take pride in their home and immediate neighborhood.

Many of Pomona's residential areas are quite pleasant and attractive, while others are ill-kept and have an atmosphere of deterioration. The Workshop participants identified several reasons for the latter. The major concern was abandoned and boarded up housing and the effect they have on the immediate neighborhood. Poor maintenance and appearance and the potential for vandalism were also cited along with the demoralizing effect they have on resi-

dents and prospective residents alike.

The intrusion of apartment projects [medium density] on basically low density neighborhoods was identified at the Workshops as contributing to the deterioration of some neighborhoods. This was especially true in south Pomona where homeowners resent the more transient lifestyles of the apartment dwellers and whether valid or not, felt they had a detrimental effect on the quality of the neighborhood.

A third problem identified was the fact that some people, for whatever reasons, do not take adequate care of their homes. The character of an entire neighborhood depends on the maintenance and appearance of each home within it. One poorly maintained property can reflect in a negative manner on a district which is otherwise well kept. It is the responsibility of each homeowner to insure that his property is a benefit to his immediate neighborhood.

A recent trend has been toward the organization of neighborhood groups to handle the major problems within the neighborhood. Cherrieville residents formed the committee which headed a basic improvement project, a clean-up campaign and the building of a neighborhood park. The City assisted in the clean-up campaign by supply-

ing vehicles to haul refuse and arranged for the funds to build Cherrieville Park. The park itself was designed by neighborhood residents with the assistance of an outside design firm.

### POLICY FRAMEWORK

#### Objectives

To promote the unique identity of distinctive residential neighborhoods within the City.

To protect the integrity of residential neighborhoods while encouraging a personal commitment by homeowners to the character and appearance of their neighborhood.

#### Policies and Programs

##### Residential Neighborhoods

*It is the policy of the City of Pomona to promote and protect the individual character and identity of the City's residential neighborhoods.*

The greatest majority of land in Pomona is encompassed in residential usage. It is therefore necessary for each residential



district within the City to contribute in a positive manner toward Pomona's image as a whole.

The City shall develop action steps to enhance neighborhood appearance as part of the overall beautification and neighborhood maintenance efforts. Recommendations should also include programs for remedying poor visual character in specific neighborhoods and enhancing and protecting those neighborhoods which present a positive image.

The individual identity of a neighborhood should be promoted visually through the use of design treatments appropriate for the specific neighborhood. Decisions on how best to demonstrate and enhance the character of a neighborhood should be made by the residents of that neighborhood with technical assistance provided by various City departments affected. The City shall develop an educational program to illustrate the benefits of enhancing neighborhood image and identity.

Design treatments to be considered should improve the livability as well as the visual appearance of the individual neighborhoods. A system of small landscaped areas or mini-parks is one way of achieving both objectives. Demolition of certain deteriorating or substandard houses

and utilization of the site for a mini-park would provide both visual relief and a limited recreational area. Such parks, with appropriately treated linkages, would create a branch of the open space network within the neighborhood.

Landscaping is an effective means for creating or enhancing a distinctive visual image for a neighborhood. The repetition of one type of tree, shrub, flower or the combination of several types, sets a visual theme that will help strengthen an area's identity.

The appearance of independent, walled communities should be avoided. Markers identifying the individual neighborhoods [variations on the City's entrance markers] in addition to other landscaping and design treatments can designate a neighborhood's boundaries effectively without resorting to physical barriers.

*It is the policy of the City of Pomona to protect residential neighborhoods within the City from the intrusion of disorganizing elements.*

In several areas non-residential uses are adjacent to residential neighborhoods. In such cases an effective buffering system, preferably utilizing landscaping materials, should be used to protect the residences

from any negative effects caused by these other uses.

The relationship between medium and high density residential development and basically low density neighborhoods should also be carefully controlled. Apartment and condominium developments should present a lower density appearance through the use of plazas, landscaped areas and suitable architectural design, and have some sort of buffering system to effectively separate them from existing low density development.

The disorganizing effect major transportation corridors have upon adjacent residential neighborhoods should be minimized.

Heavily landscaped screening areas should be used to soften and block the negative views of freeways where they pass adjacent to residential neighborhoods. Residential areas abutting major arterial streets should utilize these same techniques, using both landscaping and earth contouring to create as effective a buffer system as possible.

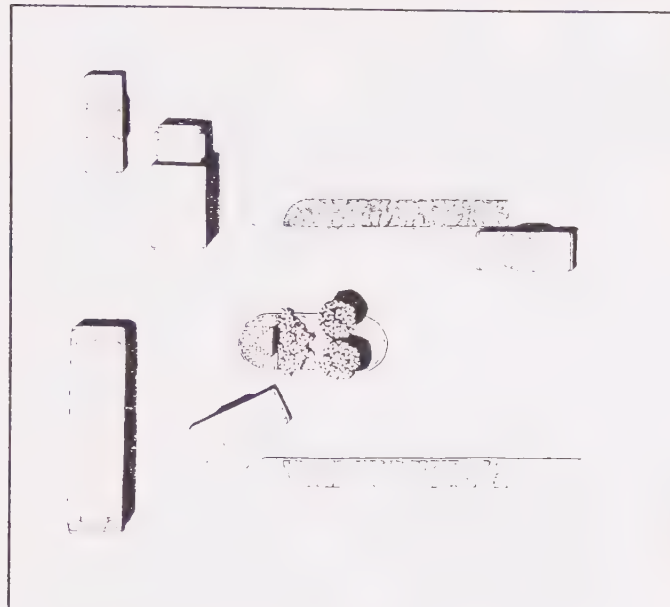
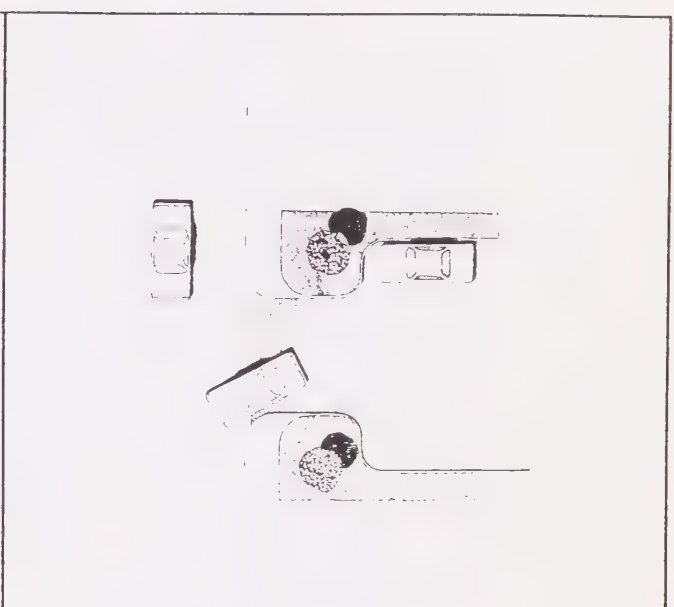
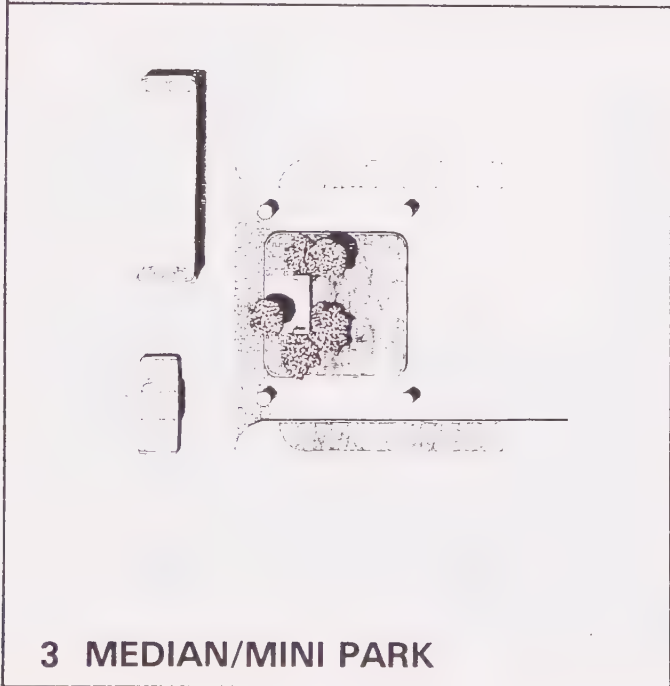
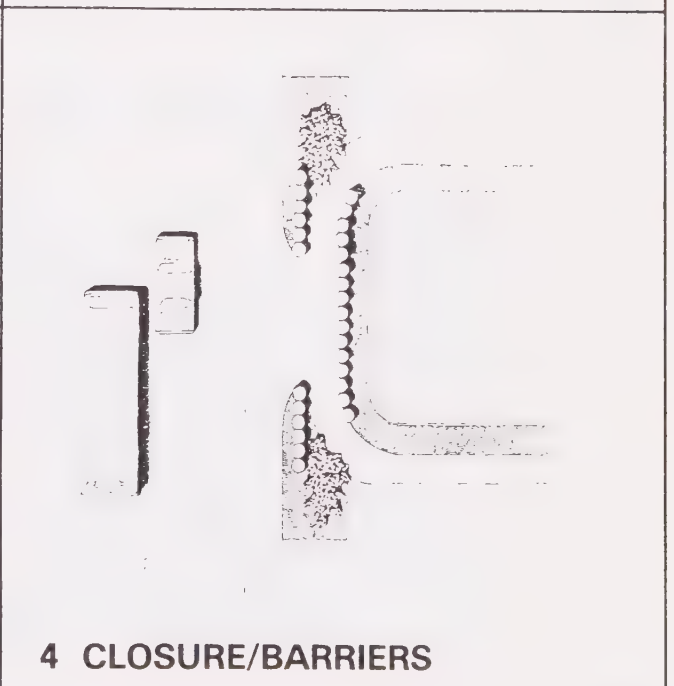
Appearance and livability of neighborhoods is to be foremost in planning priorities for the future. Through automobile traffic using residential streets should be discouraged and limited to those with a destination within that district. In areas where a number of residential streets connect with a major street, some of these streets should be considered for closure, further limiting access into the neighborhood; others should receive special design treatments to slow, rechannel or discourage excessive traffic.

*It is the policy of the City of Pomona to encourage and assist voluntary neighborhood beautification programs.*



The design treatments at right, in addition to inhibiting through traffic from entering residential areas, also provide an opportunity to establish a unique visual identity for individual neighborhoods through the creation of distinctive landscaping and paving treatments, seating areas and entry markers

## STREET CLOSURE/TRAFFIC INHIBITOR

 <p>Diagram 1 illustrates a street closure using a median or marker. It shows a T-junction where a vertical road meets a horizontal road. A large, rectangular barrier is positioned across the horizontal road, with a smaller barrier placed further down the road. A car is shown approaching the barrier from the left. A dashed line indicates the path of the car, showing it turning right around the barrier.</p> <p><b>1 MEDIAN/MARKER</b></p>	 <p>Diagram 2 illustrates a street closure using a pinching technique. It shows a T-junction where a vertical road meets a horizontal road. A large, rectangular barrier is positioned across the horizontal road, with a smaller barrier placed further down the road. A car is shown approaching the barrier from the left. A dashed line indicates the path of the car, showing it turning right around the barrier.</p> <p><b>2 PINCHING</b></p>
 <p>Diagram 3 illustrates a street closure using a median or mini park. It shows a T-junction where a vertical road meets a horizontal road. A large, rectangular barrier is positioned across the horizontal road, with a smaller barrier placed further down the road. A car is shown approaching the barrier from the left. A dashed line indicates the path of the car, showing it turning right around the barrier.</p> <p><b>3 MEDIAN/MINI PARK</b></p>	 <p>Diagram 4 illustrates a street closure using barriers. It shows a T-junction where a vertical road meets a horizontal road. A large, rectangular barrier is positioned across the horizontal road, with a smaller barrier placed further down the road. A car is shown approaching the barrier from the left. A dashed line indicates the path of the car, showing it turning right around the barrier.</p> <p><b>4 CLOSURE/BARRIERS</b></p>



## COMMERCIAL

### BACKGROUND

More often than not, the design quality of commercial facilities along Pomona's streets is a negative reflection upon the City. Overpowering signing, poor site design and architecture, and a lack of adequate or suitable landscaping combine to make a visually outstanding commercial establishment a rarity.

The design of individual establishments in commercial areas often does not take the visual qualities of nearby development into consideration. The appearance of these establishments often clashes with that of their neighbors, presenting a chaotic, disorderly image. Some of the most obvious examples of this are seen in franchise operations where architecture and signing are designed specifically to be garish and attention grabbing.

The appearance of many commercial establishments is not maintained at a level which reflects positively on Pomona. Architectural design and landscaping are two areas where improvement can be made. By careful consideration by the individual businessman, the appropriate architectural

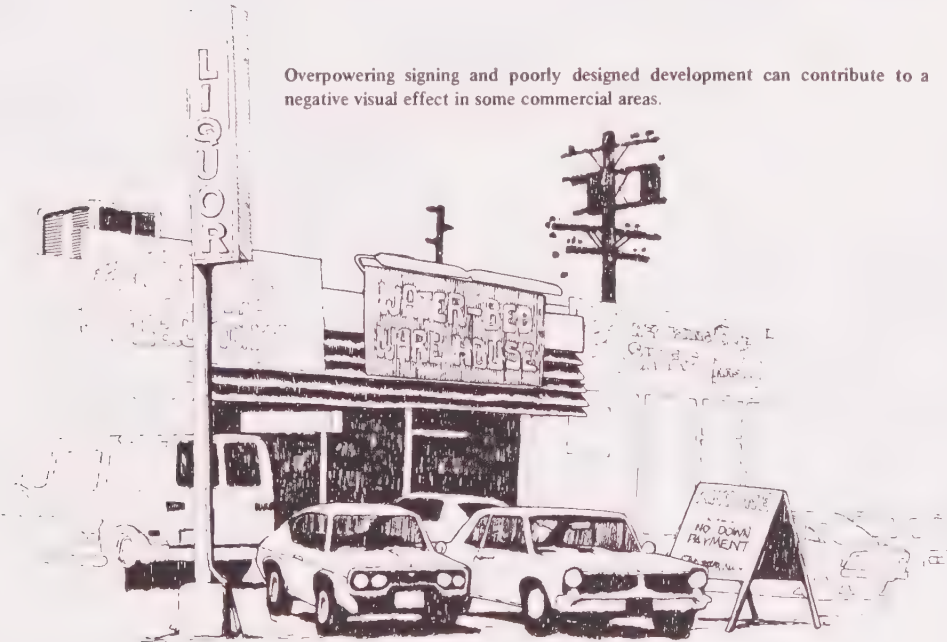


Landscaping is underused in some commercial areas where it could help soften the visual effect of large, highly visible parking areas.

detail, color and even texture can be selected which will improve the general appearance of his establishment. Landscaping is underused in many commercial areas where its presence could help to soften and enhance the overall visual effect. Gas stations, because they are usually located on prominent corners, and businesses with large, highly visible parking areas, are two of the most obvious offenders in not using adequate or suitable landscaping.

Commercial signing in Pomona is typified by an overabundance of poorly designed overscaled signs whose total effect on the

urban landscape is nothing short of chaotic. The number of signs and the amount of information they direct at the passersby makes it impossible to comprehend all but a fraction of their message. Signs in these circumstances cause a visual blight and do not serve their intended purpose as effectively as they might. Since a majority of commercial signing is directed at the motorist, it is important to understand that the amount of message items that can be absorbed by a person in a moving vehicle is even more limited than for the pedestrian.



Overpowering signing and poorly designed development can contribute to a negative visual effect in some commercial areas.

### Strip Commercial

Strip commercial areas presently serve a useful function in our auto-oriented society. For the businessman they afford a low-cost, highly visible place of business with easy accessibility from major streets. To the individual they offer a quick, convenient way to meet many of his shopping needs.

The overall quality of these areas, however, is generally not in keeping with the requirements of a stable, cohesive urban environment. In general, the environment of these areas is disorganized, with many unrelated and often transient businesses that do not function to their full potential. Overpowering chaotic signing and poorly designed development account for most of the negative visual effect on these areas. The total orientation toward the automobile compounds the problem by drawing large numbers of cars into a limited area and ignoring the potential for pedestrian travel between establishments.





Downtown commercial facilities often fail to maintain a level of visual quality which reflects positively on Pomona.

## Downtown

The downtown was traditionally the cultural and economic heart of a city. Pomona was no exception. But, with the advent of new freeway oriented shopping plazas in the vicinity, expansion of surrounding community's shopping areas and a shift to strip commercial shopping, Pomona's downtown has lost its importance as a central, regional retail commercial center. With this decrease in retail prominence and general discouragement on the part of many property owners and citizens alike, the downtown lost much of its vitality and the activity generators which used to draw in shoppers. Now a great deal of the downtown, particularly along the Mall, is being underused.

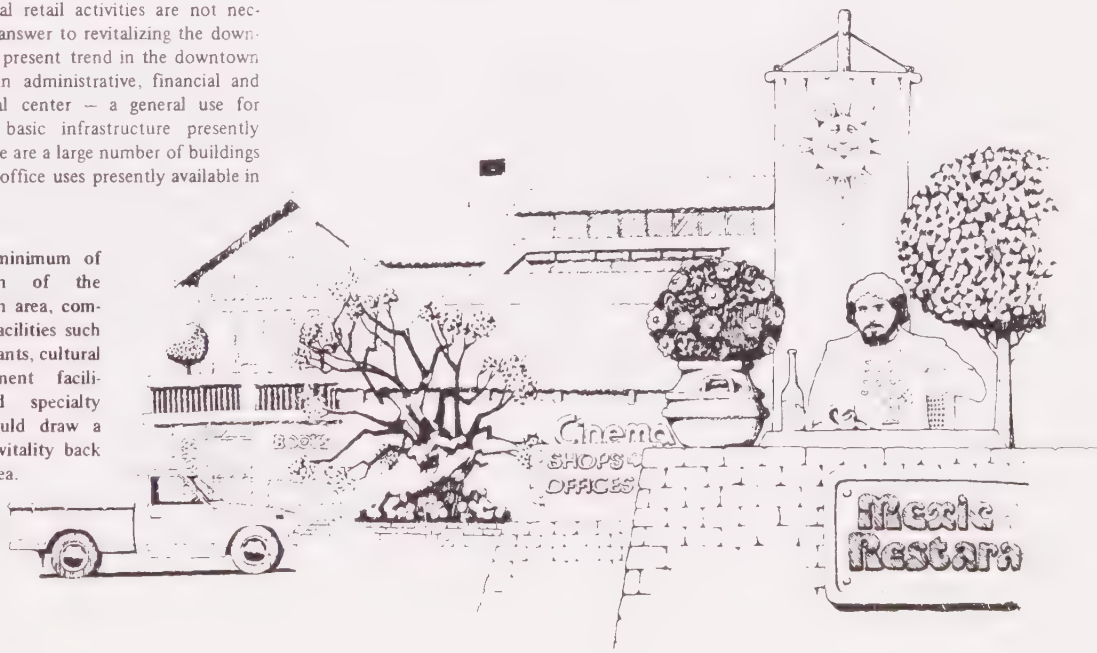
Traditional retail activities are not necessarily the answer to revitalizing the downtown. The present trend in the downtown is toward an administrative, financial and governmental center — a general use for which the basic infrastructure presently exists. There are a large number of buildings suitable for office uses presently available in

the downtown and still more which could be suitable with a minimum of renovation. Commercial uses that are compatible with the new function could also be considered.

The character of the existing architecture in downtown [much of it brick] can be utilized as a major design opportunity. Attractively designed, newer developments such as the Civic Center and several banks and savings and loan organizations combined with the large number of unique older structures, present the opportunity for a physically unique urban office center.

The downtown needs activity generating facilities, such as restaurants, snack stands, saloons, cultural entertainment facilities and specialty shops, which can support a large office employee population and make the downtown function as an entertainment and recreational center on a 24-hour basis. One way of contributing to this atmosphere would be the introduction of residential uses in the downtown, in the form of garden apartments and condominiums for those who wish to live within walking distance of their jobs, or simply wish to live

With a minimum of renovation of the downtown area, commercial facilities such as restaurants, cultural entertainment facilities and specialty shops could draw a sense of vitality back to that area.



amidst the action. This alone would guarantee 24-hour usage of the area. The Mall can provide the backbone for a majority of the activity generators and the residential uses.

Linkages to other nearby areas are lacking. Transportation corridors should be provided in the downtown which cater to pedestrian and mini-bus travel, while placing parking areas on the outskirts of the downtown. Design treatments which serve to visually unify should be used throughout the district, both to give a cohesive character and generally enhance the appearance.

## POLICY FRAMEWORK

### Objective

To insure that commercial areas function to their fullest potential and are a positive element in the City's environment.

### Policies and Programs

#### Commercial Districts

*It is the policy of the City of Pomona to encourage the use of unifying design treatments within commercial areas, in order to develop distinctive district imagery.*

Design treatments which increase functionality and/or form the basis for a cohesive visual appearance should be utilized in Pomona's commercial areas to create distinctive district character. Much of the responsibility for a unique visual appearance in commercial areas will fall upon the private sector. The City will assist committees of interested businessmen and property owners to study the feasibility of initiating specific programs to improve the appearance of their particular district. Educational programs should also be developed to demonstrate the value of strong visual imagery and the acceptance of basic principles of good design.

The finished design plans for each district should take into consideration any design concept which could improve the appearance or functionality of the district and thereby creating a uniquely designed district which creates a special imagery and sense of place. These plans should consider improvement of circulation, grouped parking, the possibility of incorporating themed architecture and detailing and activity generators that can be beneficial to the entire district: landscaping, the use of unique design elements, such as public plazas, fountains, banners and distinctive lighting.

### Strip Commercial

*It is the policy of the City of Pomona to encourage highway oriented businesses to achieve such design standards as will make them positive elements within the urban environment.*

Design programs should be implemented in strip commercial [highway oriented] business areas to increase their functionality and give them a more positive and cohesive visual identity.

Efficient movement within strip commercial areas is the key to their functionality. Safe, convenient pedestrian linkages shall be designed across, as well as along, these streets. Vehicular traffic shall be controlled carefully to eliminate dangerous situations caused by the large numbers of cars entering and leaving parking areas and making left turns in mid-block. Regulating the number of curb cuts will limit the number of points where cars could leave or enter traffic lanes. Shared parking should replace individual parking lots for each establishment, thus limiting the need for numerous curb cuts. The increased danger of unlimited left turn possibilities could be lessened by installing landscaped medians, with left turn bays to regulate the location of mid-block left turns.



## Downtown

*It is the policy of the City of Pomona to support programs which will create a unique and positive design atmosphere for the downtown area, and return it to a center of regional significance.*

The downtown has the potential of becoming the major headquarters center for Pomona Valley. The City should support and implement those programs which would help to create the proper level of quality and functionality necessary to attract desired and compatible uses.

A major effort should be made to transform the downtown into a well designed area with a pleasant people-oriented, constantly active atmosphere. Existing facilities should be utilized as much as possible, incorporating eating places, different types of entertainment, specialty shops and a continuing program of special activities. The Mall should be fully utilized in a three-dimensional framework with connections across and along it at the upper floor levels, with offices and shops using basements and upper floors as well as ground floor spaces. Residential uses should be introduced to the downtown in the form of new apartments and condominiums and in upper floor areas of existing structures.

A unified design plan for the entire downtown is necessary as a means of visually enhancing it. Design treatments which create a cohesive atmosphere should be applied to this area. The design of landscaping, architecture, paving treatments and contours, lighting and street furnishing should be coordinated along with special design features such as fountains, plazas, banners and flags, art work in the form of sculpture and graphics and all other elements which would contribute to a pleasant environment.

A pedestrian circulation system should be developed which would enable the individual to move throughout the downtown in and along convenient, well designed corridors. The Mall should be a major destination along this system, with physical extensions reaching out and connecting it to the rest of the downtown.



### Signing

*It is the policy of the City of Pomona to promote the use of well designed signing of appropriate scale in commercial areas.*

Commercial signing should be a positive representation of the establishment it identifies and contribute to a positive image for its immediate environment. Signs, particularly those onsite, should act as a source of information for those seeking it but should not be overly dominant visual elements. Large, aggressively designed signs should be avoided in all situations since they tend to command unwarranted attention and add to the visual clutter. By discouraging poorly designed [garish] out-of-scale signing, it will, hopefully, promote a sense of visual quality now lacking and make landscaping and architectural design a more important consideration in the visibility and uniqueness of the individual commercial establishment. Specific action should be taken to limit the maximum size and amount of message units per sign. New methods of providing low cost advertising to the business community, in order to enable the abandonment of onsite advertising, should be explored. One possibility is the use of kiosks in areas of heavy pedestrian traffic. Another is the use of small, well designed billboard-type advertising directed toward the motorist in parking areas where it will not be visible from the street. Better district signing should be explored to allow the imagery of the individual business to rely more upon group identity.

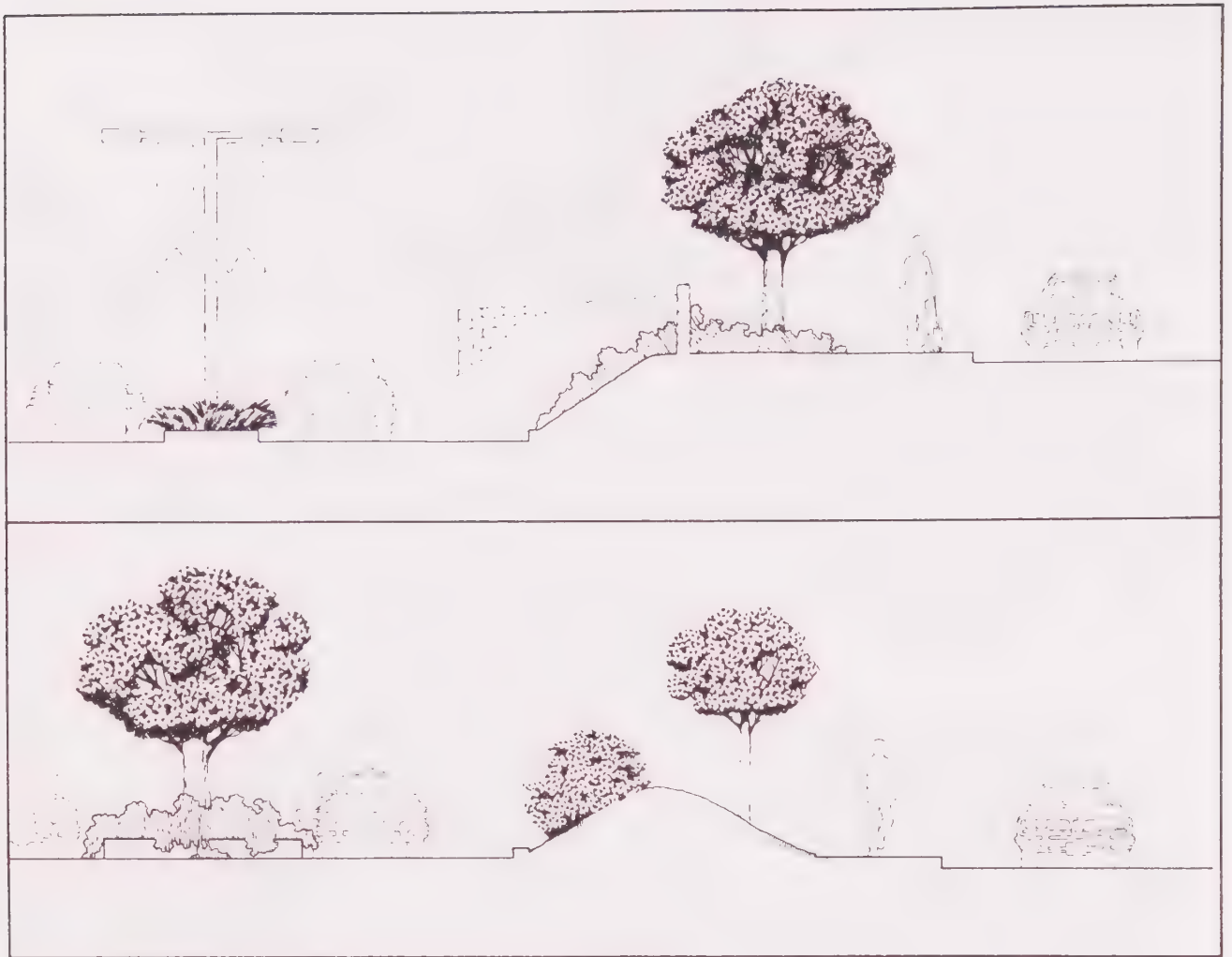
### Beautification

*It is the policy of the City of Pomona to encourage all commercial establishments to maintain a visual appearance which contributes in a positive form to the image of their neighborhood and the City as a whole.*

High architectural standards for commercial development will be stressed. The building materials, scale, color and design of the structure shall be considered carefully in order to guarantee that a particular structure will contribute to a positive character within the surrounding neighborhood. Design themes, the repetition and variation of one style, should be used to help unify the visual structure of certain streets and areas.

Parking areas in commercial developments should be designed and well landscaped in order to soften their visual effect on the surrounding areas. The amount and scale of landscaping should be appropriate to the size and location of the site. In extremely large parking areas, trees and other vegetation of a large scale should be used to make the landscaping more effective and add a vertical element to what would otherwise be a flat sea of asphalt. Provisions should be made to protect pedestrians by providing separate pedestrian corridors through large parking lots or indicating 'pedestrian priority' areas to motorist with a distinctive paving treatment.





Landscaping, mounding and the placing of parking areas below the grade of adjacent streets can soften the effect of parking areas in large commercial or industrial developments.



## INDUSTRIAL

### BACKGROUND

Traditionally, cities have endeavored to locate industrial areas apart from other uses. It is not uncommon, however, in older communities such as Pomona to find industrial facilities in visually prominent locations and adjacent to, or in close proximity to, other land uses. It is the effect of the appearance of these facilities on Pomona's image and the interfacing between them and nearby commercial and residential development which is of major concern.

Industrial areas within Pomona, for the most part, lack visual relationships or design similarity in their development. While many individual industrial facilities go to great lengths to achieve a pleasing appearance, others do not even maintain a minimum aesthetic level. Some similarity in design is necessary in order to create a visually cohesive appearance within these areas.

### POLICY FRAMEWORK

#### Objective

To insure that industrial areas function to their full potential and are a positive element in the City's environment.

## Policies and Programs

### Industrial Districts

*It is the policy of the City of Pomona to promote the character and identity of industrial districts within the City and insure their positive influence upon the City as a whole.*

Pomona's industrial areas should follow the present trend toward the industrial park concept. Through a combination of ordinances and voluntary beautification efforts the design of architecture, signing and open space can make Pomona's industrial areas into distinctive, well defined districts. This is especially important in the more prominent industrial areas of the City which are on, or highly visible from major streets and highways and those adjacent to residential neighborhoods. In newer or presently undeveloped industrial areas the emphasis should be toward establishing a pleasing unified environment by creating a park-like atmosphere through a balance of well designed, themed industrial facilities and generously landscaped, contoured open areas. In existing industrial areas, signing, landscaping and other design treatments can create the visually cohesive appearance

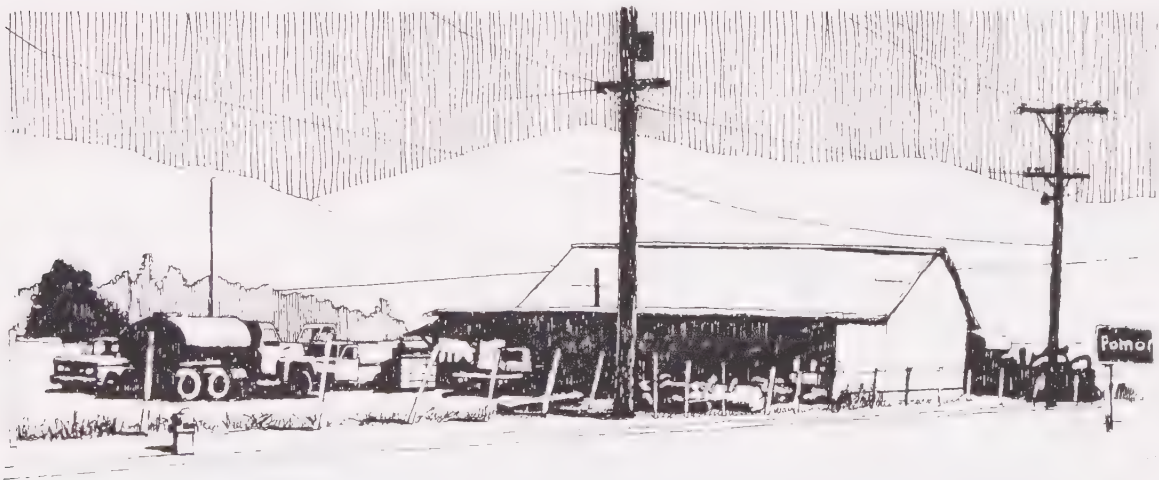
necessary and desirable. Similarity of design treatments from one development to the next will provide the unifying element now lacking in these areas. Where industrial districts abut residential neighborhoods, a buffering area should be incorporated to effectively, but subtly, separate the two areas.

Industrial districts should include facilities which cater to the employees. Eating establishments should be located in the framework of the industrial district or within easy walking distance. Pedestrian and bicycle circulation systems should be incorporated in the layout of such districts in order to promote non-vehicular travel to and from work. Bus stops should be appropriately designed to accommodate the number of persons expected at peak hours in comfort.

#### Beautification

*It is the policy of the City of Pomona to encourage the use of landscaping and other design treatments to enhance industrial development especially when they abut residential neighborhoods.*

Landscaping and other design treatments are desirable in all industrial development to complement the architecture and gener-



ally soften the overall effect. Setback areas should be landscaped effectively utilizing mounding and appropriate landscaping materials. Additional design treatments such as fountains, plazas and works of art should be encouraged, especially in locations which are highly visible from major transportation corridors or major activity centers. Where large parking areas are visible from public areas and especially nearby residential development, landscaping should be of a nature which softens and screens the stark visual appearance of large areas of concrete and asphalt effectively. Loading areas, exposed machinery and outdoor storage areas should be screened using

landscaping materials, mounding or masonry walls. Unique architectural features should be used to screen exposed machinery on rooftops or the sides of structures.

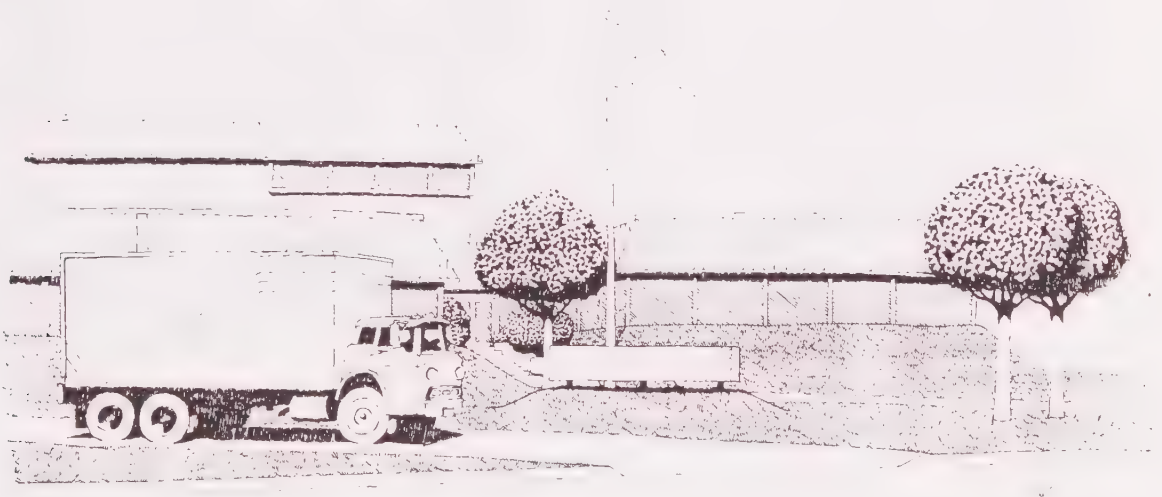
Well landscaped areas of substantial width should be provided to separate industrial development from adjacent residential neighborhoods effectively.

#### Signing

*It is the policy of the City of Pomona to promote the use of well designed signing, of appropriate scale, in industrial areas.*

Identification and directional signing in industrial areas should be subtle and contem-

porary in design. Monument-type identification signs, in scale with the surroundings, accompanied by landscaping treatments or signing mounted directly to the structure are preferable and the use of a logo or a limited amount of wording is desirable.



# Environmental Resources Element





# Environmental Resources Element

## INTRODUCTION

The quality of life in Pomona hinges on the creation of a better manmade environment balanced with care and protection of our natural environment. Both are equally important and the interrelationship between them can never be overstated. As urban growth has taken place, the natural environment has suffered: air is fouled; water and waste systems become inadequate; noise is a constant irritation; visual pollution abounds along major streets of the City; the lack of open space, "green" space and natural areas is psychologically fatiguing.

This is not to say, however, that these situations are a necessary by-product of urban growth or that the City should not continue to grow — it should. What is necessary though is that growth be tempered with necessary environmental concerns and that quality be the watch-word of future development. Deterioration and abuses of the natural and manmade physical environments will continue unless checked by organized public opinion, well conceived and firmly implemented public programs, and a commitment of concern and cooperation from business and industry.

If we are to continue to live on this planet in harmony with our surroundings it is essential that we recognize existing environmental constraints, basic human needs and the necessity to compromise with the natural environment when valuable resources are at stake.

## WHAT IS THE ENVIRONMENTAL RESOURCE ELEMENT [E.R.E.]

The Environmental Resource Element of the General Plan sets environmental policy for all those planning activities and implementation programs which relate to the quality of the environment.

In this respect, the Environmental Resource Element attempts to be comprehensive by combining all of the mandatory State elements dealing with environmental issues. These elements include the following:

1. Conservation,
2. Open Space,
3. Seismic Safety,
4. Scenic Highways, and
5. Noise

Also included in the E.R.E. is the City's Safety Element which sets policy for the mitigation of environmental hazards and develops an evacuation and emergencies operation plan for Pomona.

## GOAL of the ENVIRONMENTAL RESOURCES ELEMENT

To maintain a safe, high quality environment for Pomona's residents by protecting valuable community resources, mitigating environmental hazards and eliminating pollution to the greatest degree possible.

## ENVIRONMENTAL RESOURCE PROTECTION

There are basically two kinds of environmental resources to which this section addresses itself. First, it includes natural resources which are used to sustain productivity, such as water resources, soil resources and mineral resources. And second, it includes those resources in the community which, if left in their original state, are important for their scenic or historical values; such as a nice view, natural vegetation or an historical landmark.

The following section will include identification of significant environmental resources, issues related to their use, and policy and program recommendations for the preservation and enhancement of such resources.

### Background

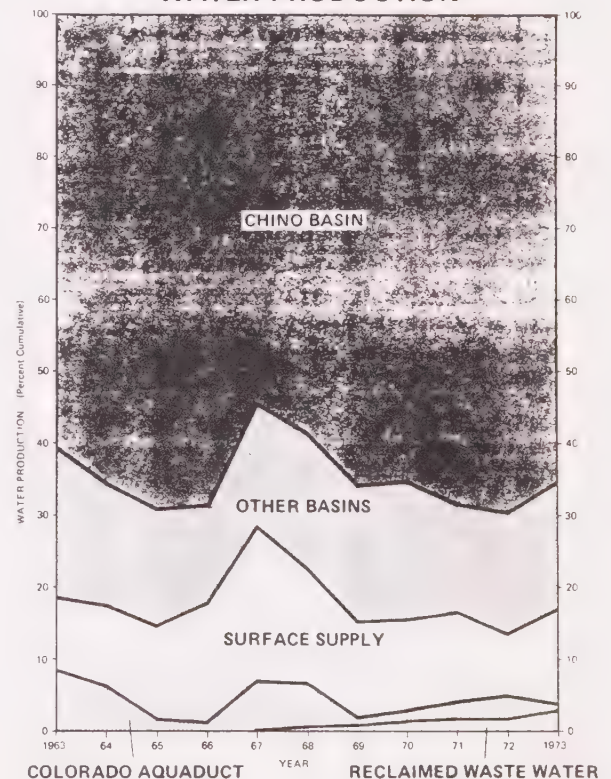
### Water

Water resources have played a key role throughout Pomona's development history—first as a rich agricultural basin and today as an industrial center. Programs for improving the water supply and protecting its quality are vital to the interests of the people of Pomona today if the City is to develop further in the future.

The City's local sources of supply historically have yielded over 90% of the City's total water needs. These local sources consist of surface supplies from Evey and San Antonio canyons and well supplies from the Chino, Claremont Heights, Pomona and Spadra ground water basins. The City's remaining water supply needs are met through purchases of filtered and softened water from the Metropolitan Water District of Southern California (MWD) and reclaimed wastewater from the Los Angeles County Sanitation District.

Chart "A" below indicates the City's historical water production by source from 1963 to 1973.

CHART A  
WATER PRODUCTION



### Limitations Affecting Water Supply

The City's right to use surface water from San Antonio Canyon is based upon stream flow and the extent of its legal entitlement which is based on City ownership of Canyon Water Company stock. Average annual entitlement approximates 2,400g.p.m. Water from the surface supplies generally must be utilized when available.

The City's well production currently is limited mainly by physical factors or by informal working arrangements with other nearby water producers. The City's utilization of ground water from each of the three smaller basins, i.e., the Clare-

mont Heights, Pomona and Spadra basins, basically is limited only by sustained (safe) yield considerations. These three basins are located within the Upper Santa Ana River watershed. Legal limitations on pumping currently affect two of these three basins. Production from the Chino basin is presently limited mainly by the number of existing pumps. Production could be increased by the installation of additional pumps.

Based upon an overall trend of declining ground water levels in the Chino basin, it is evident that producers in that basin have not limited their combined average annual extractions to basin safe yield. Estimates of the range of this annual over-

draft (over use) ranged from 30,000 to 70,000 ac. ft. for mean water supply conditions as of the year 1970. The overdraft is particularly evident in the westerly portion of San Bernardino County where it is now necessary to pump from greater depths. In a sense, the City has participated in the creation of this situation by virtue of its increased dependence upon that basin over time. (See Chart "A".)

Problems of ground water quality have occurred in the past and possibly may continue to exist in the future. These problems mainly are associated with chemical characteristics, particularly nitrate concentration, of ground water underlying each of the four basins. Nitrate concentration has been observed to vary with location; the Claremont Heights basin particularly has exhibited this characteristic. The effect of these problems upon the City has been minimized through changed operational procedures. To date, these procedures have consisted mainly of blending high-nitrate water with waters of higher quality. Additional procedures may be required in the future.

To a lesser extent, industrial wastes and leakage from septic tanks are also potential sources of water pollution. Consequently, all industrial plants and new construction of any type are required to hook into the City's sanitary sewer system. This policy also applies to newly annexed areas as sewer lines are extended.

Few limitations currently affect the City's imported water supplies purchased from the Metropolitan Water District through the Pomona Valley Municipal Water District. The City's present connections (i.e., piping capacity) to the M.W.D. and the P.V.M.W.D. distribution systems represent a level of total capacity that the City is unlikely to ever require.

The principal limitation regarding M.W.D. water is the extent to which it can be used to meet peak water demand at any one particular time. Existing M.W.D. regulations limit the instantaneous delivery rate to customers to not more than 130% of average annual rates of delivery. Due to surplus capacity presently available in the M.W.D. distribution system, M.W.D. has not strictly enforced this provision

## MAP 8 WATER BASINS



of its regulations. However, as future demands are made upon its system, stricter enforcement will become necessary. The effect of the limitation would be that the City would be forced to purchase a larger amount of imported supply from the M.W.D. in future years in order to maximize its use of M.W.D. facilities during peak demand periods.

An additional limitation is present in the reliability of the City's existing sources of M.W.D. water based upon the past extent to which deliveries have been unavailable due to repair shutdowns.

The supply of reclaimed wastewater available from Los Angeles County Sanitation District No. 21 should be considered as a low-cost substitute for the rather expensive imported supply obtainable from the M.W.D. Unfortunately, numerous limitations exist relative to the use of a reclaimed wastewater supply presently receiving secondary treatment to purify it. These limitations mainly are related to public health. Use of such a supply must be limited only to certain specified uses directly related to the degree of treatment provided. As a result of these restrictions, the majority of past usage has been for irrigation of ornamental plantings, specified food crops, and limited industrial use. With the future availability of tertiary treated water (a further purification of secondary treated waters), the significance of public health considerations could be reduced and the potential for industrial uses of recycled water would be expanded greatly. The future availability of tertiary treated water could also stabilize water rates for the citizens of Pomona because of:

- a. Less reliance on non-local water resources [M.W.D., other basins and the canyons];
- b. less total demand for non-recycled water; and
- c. less reliance on rainfall for replenishing underground water resources.

#### Evaluation Of Water Supply Needs:

Present sources of supply should be sufficient to continue to meet the City's future needs on an annual basis. However, the City's ability to meet short-term peak demands and emergency situations requires

further strengthening. Continued population growth will generate additional water needs in the future [see Chart B.] This will require far greater utilization of M.W.D. water than is currently being used. This need becomes more apparent when considering the probability that the City's annual well production will be reduced because of water basin management development now occurring in the Chino Basin Municipal Water District.

#### Soils

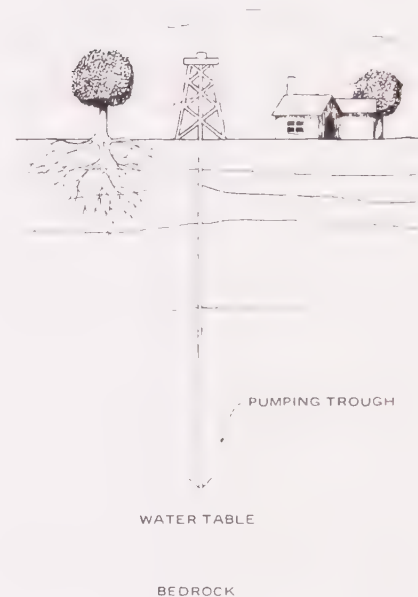
Soils are significant to the people of Pomona in two respects: their fertility for agricultural production and landscaping purposes; and for their strength and other engineering parameters which affect foundation stability and hence building safety. Soil limitations will be covered in a later section.

Although Pomona has a rich agricultural history, land which was once used for growing crops is now almost totally covered with streets and building sites. Presently, [in 1974] only the area of the Phillips Ranch remains open. Soil fertility in this hilly terrain supports generous growths of grasses and is suitable for animal grazing. Commercial production of crops is limited by the availability of low-cost water. This water could be supplied by the City through its water recycling program if commercial crop production were found to be an economically viable land use option.

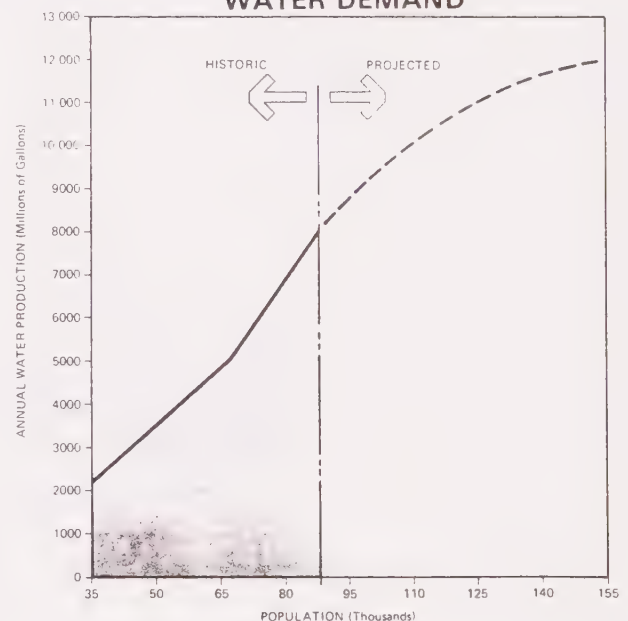
#### Vegetative Resources

The Pomona area does not have impressive stands of natural trees and plant growth as are found in other parts of Southern California. Little indigenous vegetation, such as Live Oak trees and shrubby brush-like growth, remains in the urbanized part of Pomona. The Westmont and Puente Hills do have this natural vegetation, along with native grasses, but it is trees planted and irrigated by people that are most spectacular in the community. Through the foresight of Pomona's early inhabitants, the City possesses many beautifully tree-lined streets and mature trees in many of the parks. This is the result of formal and informal tree planting programs which are important to Pomona's citizens today.

#### OVERUSE OF A BASIN CREATES A PUMPING TROUGH



#### CHART B WATER DEMAND





It is the planting of trees to replace those which die, or are destroyed, and continued planting in areas presently devoid of trees which are most important. There is a direct relationship between trees and reduction of air pollution and heat in this community. Trees remove air contaminants and produce oxygen. Trees provide relief from high summer temperatures. But most important of all, trees are one of the greatest additions to softening the harshness of the urban environment and improving the aesthetics which any community can make.

Trees and other plants are important to the lifestyle of Pomona's citizens. Existing trees need to be cared for and, when they die or are destroyed, they should be replanted. For the health and welfare of Pomona's citizens, and beauty of the community, it is the private as well as the public sectors of the community which bear the responsibility to plant and care for trees.

#### Wildlife Resources

Wildlife in Pomona is basically limited to various species of birds. Only in the undeveloped Phillips Ranch area and Ganesha Hills are there any significant numbers of

ground squirrels, rabbits and snakes to be found. No endangered species exist which would require that conservation practices be carried out.

The greatest benefit which birdlife provides for the citizens of Pomona is in the enjoyment of their activity and songs. As is the case of all the other components comprising the City's plan for conservation, a direct interrelationship exists between tree planting and maintenance and this particular form of wildlife. Policies for the conservation of wildlife are directed at maintaining a friendly habitat for wild birds. This can best be accomplished through an aggressive landscape beautification program.

#### Scenic Resources

The most predominant scenic resources of Pomona exist in its system of major streets and freeways. The circulation pattern not only serves a functional role, but also is important in providing motorists opportunities to view the City.

Generally speaking, a street or highway may provide scenery in two ways. First, the highway may be scenic in its own right. That is, it may be tree lined, pass through

scenic terrain or pass through attractive areas of open space. On the other hand, the street or freeway may make available a significant vista of the City or a whole valley. [See Map 9.] These generally would occur at higher elevations in and around the City. It is obvious that every effort should be made to exploit these panoramas since few cities are fortunate enough to possess them. In Pomona these panoramas include overviews of the entire Valley, the greenness of the community, and the surrounding mountains. Such views can provide a means for orientation, help the observer to perceive the City and its districts more clearly, and, hopefully, impact a sense of pride in the overall appearance of one's community.

Freeways are of particular importance because of the large numbers of people they carry and the unique opportunity they provide for rapid succession mini-views of the City. At the present time, not all of these views give a positive impression of Pomona's image. These negative aspects of the City need to be screened from public view while the positive ones should be opened up and enhanced.

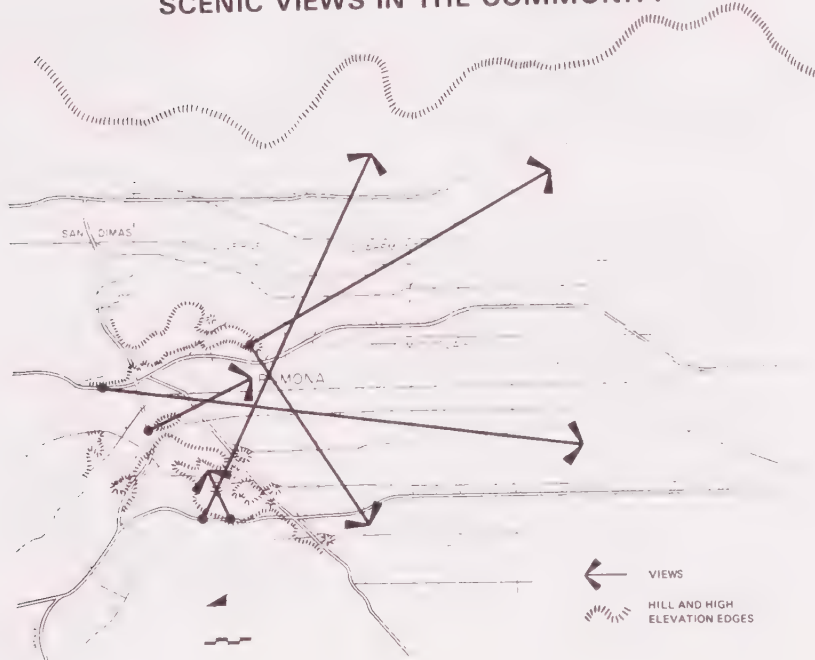
Freeways also contribute or detract from the scenic quality of a city by their sheer presence — their magnitude in the community. When they are lush with landscaping they can be visually pleasing and provide a feeling of open space; but more often than not, the scenic qualities of cities are markedly reduced because of the lack of attention to aesthetics in freeway design, including the design of interchanges and other freeway structures.

Care must be taken in the future to assure that new highway and freeway construction or redesign takes into account the knowledge that aesthetics are important to how people feel about their city. Construction of most roads traditionally has been based solely on traffic engineering standards and economic criteria, while issues of preserving the beauty of an area and enhancing the scenic enjoyment of the viewer were either not considered at all, or, at the very least, were far outweighed by other criteria in the final evaluation.

#### Historic and Cultural Resources

The value of areas or buildings of particular historic interest is that they are part of the cultural heritage from which we have come. People need familiar objects, build-

**MAP 9  
SCENIC VIEWS IN THE COMMUNITY**





ings and spaces to give historical perspective to their lives — to help comprehend the continuum of time from past to present.

The primary issue relative to the preservation of historic or culturally significant buildings is one of economics. This is especially true with the preservation of commercial and governmental structures because, unlike residences which can be used continuously for the same purpose, they must be put to some economically useful purpose or left as a museum. As is usually the case, it is cheaper to build a new building for the intended purpose rather than rebuild and restore an old structure.

Most of the responsibility for the preservation of historic and cultural resources has rested with the private sector, but governmental agencies must now become more involved. Through the efforts of the Pomona Valley Historical Society and the City of Pomona, a few of the City's more significant historical buildings have been preserved. At present, all buildings being preserved are early residences but efforts must not stop here. Incentives must be given to developers to concentrate efforts on the refurbishing of other older structures for commercial and office uses. Pomona has many fine old buildings in the downtown which could be restored in an attractive and interesting manner. But more importantly, they could breathe new economic life to the downtown through the creation of a themed development of unusual shops and fun places to be. This concept of restoration and themed development is being tried

in a number of cities and has, for the most part, proved to be quite successful.

## POLICY FRAMEWORK

### Objectives

- To identify and develop policies to protect irreplaceable natural resources through managed use and environmental safeguards.
- To preserve natural and manmade resources in the community for their scenic, cultural or historic values.

### Policies and Programs

#### Water

*It is the policy of the City of Pomona to protect water resources in the Pomona Valley and to assure an adequate supply of quality water for home, commercial and industrial uses is available throughout the City, both now and in the future.*

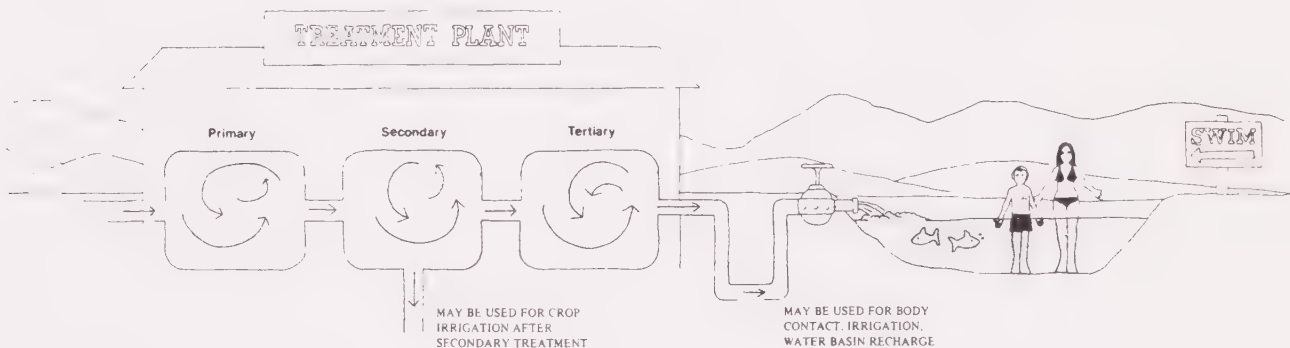
Principal efforts of the City will be directed toward improving the reliability of its Metropolitan Water District supply and increasing its ability to meet peak system demands. The City also will attempt to reduce the industrial water demands upon its potable system through increased utilization of its reclaimed wastewater supply. The simplest and most effective way of accomplishing the former would be to correct deficiencies in the City's principal M.W.D. supply line. In the past this line has been closed on several occasions for repairs at

locations downstream of the City's points of delivery. When this occurs, the entire line must be shut down to isolate any particular section for repair. The need for isolation valves should have a high priority because of the City's probable need to reduce well water production from the Chino Basin and increasingly rely on imported M.W.D. water to meet future demands.

Peaking capacity of the City's sources of supply should be improved in the future through the construction of additional wells. Existing City programs for future construction are satisfactory in accomplishing that objective.

To reduce the industrial water demand on the City's potable water system, a tertiary sewage treatment facility should be added to the existing secondary treatment facility at the Pomona Water Renovation Plant. Tertiary treatment is needed because of industries' need for water of higher quality than secondary treatment can produce. Secondary treated water will still be used for irrigation purposes in most cases; however, even here some users such as the State Department of Highways are requiring better quality water for safety reasons. Tertiary treatment of wastewater will also allow unlimited body contact and so reclaimed water can be used in the City's swimming pools and at Bonelli Swim Park.

This conservation and reuse of limited water resources will become increasingly important as local sources become less available and the cost of imported M.W.D.



water rises with demand. Representatives of both the City and the Sanitation Districts should meet with officials of the State Water Resources Control Board and the Los Angeles and Santa Ana Water Quality Control Boards to assess the potential of Federal and State participation in the new facility. Under present Federal-State construction grant programs a community may receive up to 75% of the capital cost of a wastewater treatment or reuse project from the Federal Environmental Protection Agency.

#### Soils

No specific policies or programs relating to soils as a resource are being proposed at this time.

#### Vegetative Resources

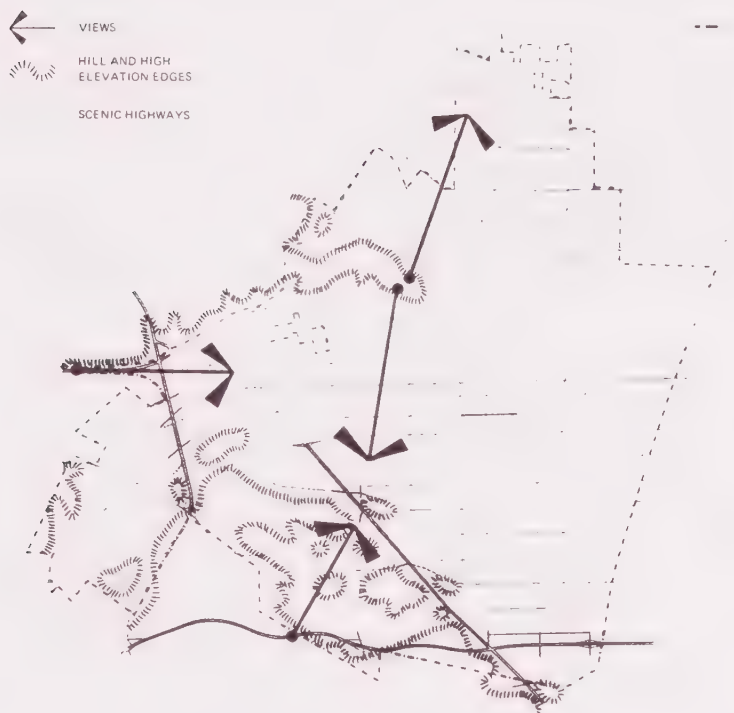
*It is the policy of the City of Pomona to preserve and enhance vegetative resources throughout the community for their scenic and biologic importance and for the enjoyment of future generations.*

The City of Pomona should provide the leadership for landscape beautification. While considerable efforts have been expended, greater expansion of the tree planting program within the street rights-of-way is necessary. Where rights-of-way are too narrow or do not exist to allow tree planting, "tree easements" should be obtained by the City for that purpose.

Existing ordinances should be reviewed and, if necessary, revised to insure that landscape plans are commensurate with the scale of development, insure compatibility with surrounding property, and carry out the goals and policies of the General Plan. Preservation of mature specimen trees throughout the City is vital. A detailed map of such trees should be prepared by the Parks Department and careful consideration given to the removal of trees due to public or private action. Environmental Impact Reports should delineate all specimen trees on a subject property and state what actions are to preserve or replace them.

The general fund will be the primary source for carrying out these additional tree planting programs. However, every opportunity should be taken to secure funds for landscape beautification from any source available.

## MAP 10 SCENIC HIGHWAYS AND VIEWS



#### Wildlife Resources

No specific policies or programs relating to wildlife conservation are being proposed at this time.

#### Scenic Resources

*It is the policy of the City of Pomona to preserve and enhance significant panoramas of the City for their scenic quality, traveler orientation and public pride.*

Scenic views from both the San Bernardino and the Pomona Freeways on the western edge of the City should be enhanced and protected by providing appropriate landscaping and development controls. Both of these freeways provide first glimpses and impressions of the whole Valley and, as such, should be made as attractive as possible. Completion of landscaping programs as soon as possible along both freeways would provide a more aesthetic environment from which to view the City.

The Ganesha Hills also provide good opportunities to view almost the entire City. Several prominent viewpoints should be designated and preserved on the hills and enhanced with landscaping, benches and parking where possible. Individual views from private residences should be protected through development standards on new buildings.

*It is the policy of the City of Pomona to protect and enhance corridors through the City which are of scenic importance.*

Criteria used for determining corridors to be shown on the City's Scenic Highway Map are:

- a. routes which pass through areas of scenic interest;
- b. entry routes to the City which have substantial scenic value; and
- c. highways shown on the County Master Plan for Scenic Highways.

Shown on Map 10 are corridors of scenic interest within the City of Pomona and its planning area. The Scenic Highways Map is a graphic extension of written policy. The map identifies those corridors which have been determined to be of scenic importance and which merit further study as to specific implementation measures, such as landscape designs, and corridor development standards. Studies of the proposed scenic corridors would include:

- determination of corridor boundaries;
- suggestions for specific landscape treatments;
- recommendation of needed land use controls within corridor boundaries; and
- developmental design standards for future highway construction or reconstruction.

Studies should be coordinated between the City's Community Development, Parks, and Public Works Departments. Studies should also include appropriate departments of state and county governments.

Since all proposed scenic corridors are part of the State's Highway System, major costs for the upgrading of these routes would be borne by the State. The City should, however, offer incentives when feasible, such as providing planting material or reduced water rates for irrigation, to encourage the speedy implementation of scenic highway programs.

*It is the policy of the City of Pomona to preserve the natural beauty of hillsides by protecting them from excessive grading.*

The City's current Hillside Ordinance, if strictly enforced, is a valuable tool in protecting hillsides from unnecessary scarring. The Ordinance should be expanded to cover all hilly areas throughout the City whose aesthetic qualities are endangered by excessive grading.

Additionally, care should also be taken by the City when constructing roads and other public facilities in hilly terrain. Aesthetic criteria should be weighed heavily during plan development. Other governmental agencies, such as State and County road departments, should be required to take into account aesthetic criteria when developing facilities in hillside areas.

Environmental impact reports should be required of both public and private developments taking place in any area covered by the Hillside Ordinance.

### Historic Resources

*It is the policy of the City of Pomona to recognize the importance of historic areas and to encourage and assist in preserving the City's historic resources*

*It is the policy of the City of Pomona to encourage the refurbishing of older buildings in the City for residential, commercial or office uses when such alterations would preserve significant architectural details of the building and would lend a unique atmosphere to its surroundings.*

Upon adoption of the General Plan the City, in cooperation with the Pomona Valley Historical Society, should develop a list of Pomona's historical resources and appropriate preservation measures. Included in the study should be development priorities and estimated costs to carry out specific preservation or restoration efforts.

Further, the City should require a 60-day delay of any permit to demolish or make alterations to any building that has been determined to be of historic significance. The 60-day delay period would allow time for the expression of public opinion on the matter and negotiations with the owner to determine alternative measures to preserve the building or purchase the site, if necessary.

In cases where historic structures do not meet requirements of the Building Code (which is in almost all cases) such buildings should be exempted from certain provisions in the Code to allow for their maintenance in as near original condition as possible. Such exemptions should be granted by the Building Official when, in his opinion, such exemption will not allow any condition which is immediately hazardous to life or property. These exemptions should apply to those buildings which are to be used for original purposes as well as buildings to be used for other than originally designed purposes if such change of use has been approved by the Planning Commission.

### ENVIRONMENTAL HAZARDS AND SAFETY

With increased urban growth so also comes the potential for increased environmental hazards and safety problems. These hazards are seldom predictable. However, with proper planning and implementation measures, safety problems can be substantially mitigated to decrease the possibility of loss of life and property. The Environmental Hazards and Safety Section identifies existing hazardous conditions or potentially hazardous situations in the community and develops policies and action programs to abate these conditions or substantially reduce the impact of their occurrence. Discussions in this section are aimed at the following hazards: seismic events, soil limitations, flooding and fire. Also included is a brief description about the City's Emergency Operations Plan.

#### Background

#### Seismic Safety

Pomona shares with other cities in California the constant threat of earthquakes. The seismic section delineates potential seismic hazards such as active faulting, anticipated ground shaking, and possible ground failure which could be caused by earthquakes. When these hazards are considered in the planning process and specific steps implemented, lives can be saved and economic and social losses can be prevented. Another important intention of this section is to anticipate and plan for minimizing the disruption of public services and facilities

# GEOTECHNICAL LAND USE CAPABILITY

TERRAIN TYPE	SOIL/ROCK GROUP OR FAULT ZONE	GEOTECHNICAL CONSIDERATION	MAP SYMBOL	GEOTECHNICAL LAND USE GUIDELINES	GEOTECHNICAL INVESTIGATIONS NEEDED PRIOR TO DEVELOPMENT		
					SOILS	GEOLOGIC	SEISMIC
ALLUVIAL FAN & VALLEY	Alluvium	Restricted to recent stream channels. Locally low density soils and uncontrolled fill at shallow depth, excessive settlement under large load.	IA	Developable subject to recommended reports	X		
	Alluvium and/or Older Alluvium	Unconsolidated, predominately coarse sand with gravel	IAUc	Developable subject to recommended reports - Seismic reports for ground shaking only	X		X
		Unconsolidated silty sand and some gravel, liquefaction possible only in areas of shallow groundwater and low soil density	IAUm		X		X
		Unconsolidated, predominately fine grained, silty sand. Settlement analysis needed	IAUf		X		X
		Predominately fine grained sandy silt and clay, locally expansive. Time-settlement analysis needed under large load condition	IAx		X		X
	San Jose Fault	Potentially active fault, possible ground rupture	IFGR	Developable subject to recommended reports. Not recommended for schools, hospitals or public buildings without undepth geotechnical reports recommended	X	X	X
	Indian Hill Fault	Potentially active faults, but low probability of fault activity. Location of faults not well defined	IF		X	X	X
	Chino Fault				X	X	X
FOOTHILL	Alluvium and/or Older Alluvium	Predominately fine grained sandy silt and clay, locally expansive; time-settlement analysis needed under large load conditions.	2AX	Developable subject to recommended reports. Seismic reports for ground shaking only	X	X	X
	Sedimentary - Puente Formation	Landslide	2SL	Not developable without additional study.	X	X	
		Local dip-slopes, potential landslides, soil creep - expansive soils	2SX	Developable subject to recommended reports	X	X	X
	Volcanic - Glendora Volcanics	Local expansive soils. Grading difficult	2VX	Developable subject to recommended reports	X	X	
	Basement Complex - Igneous-Metamorphic	Difficult grading at depth and local expansive soils.	2B	Developable subject to recommended reports.	X	X	

in the event of an earthquake so that quick recovery be assured.

All new buildings, particularly those having high occupancy and those housing emergency vehicles, equipment, medical and food supplies, as well as public utilities, must be designed and constructed to withstand the shaking force of an earthquake without experiencing severe damage or collapse. Many unreinforced older buildings are extremely susceptible and pose serious potential hazards from earthquakes. This results from the fact that prior to 1933 masonry buildings were not required to have steel reinforcing rods. Also, it is in the best interests of the public that there be a plan for response and recovery from an earthquake as quickly and efficiently as possible.

An evaluation of the intensities of seismic shaking which might be experienced in the future requires an understanding of the local faults, geologic conditions and historical records of earthquakes. Reliable records of earthquake magnitudes and epicentral locations, unfortunately, have been kept only since 1933. Before that, only damage reports and qualitative descriptions are available, and these date back about another hundred years.

Within the Pomona area there is a possibility that ground rupture [the actual break in the ground along or parallel to a fault] could occur along three geologically young fault zones shown as potentially active on Map 11. Of greater significance, however, are the consequences of strong ground shaking which may be felt over a far wider area. Ground shaking can cause greater damage over a wider area than ground rupture from local faulting.

The two most probable major earthquake sources for the Pomona area are the San Andreas Fault Zone, about twenty miles to the northeast, and the Sierra Madre Fault Zone located less than one mile north of the City. Each of these two sources and other potentially active faults could generate ground shaking in the City with different frequencies, accelerations, velocities and durations. The intensity of ground shaking at any one place may vary, depending on the magnitude of the earthquake, the distance and the soil or rock properties along the path of the seismic waves. Local variations of intensity may occur from area to area due to local geologic and soil conditions.



# MAP 11

## GEOTECHNICAL MAP

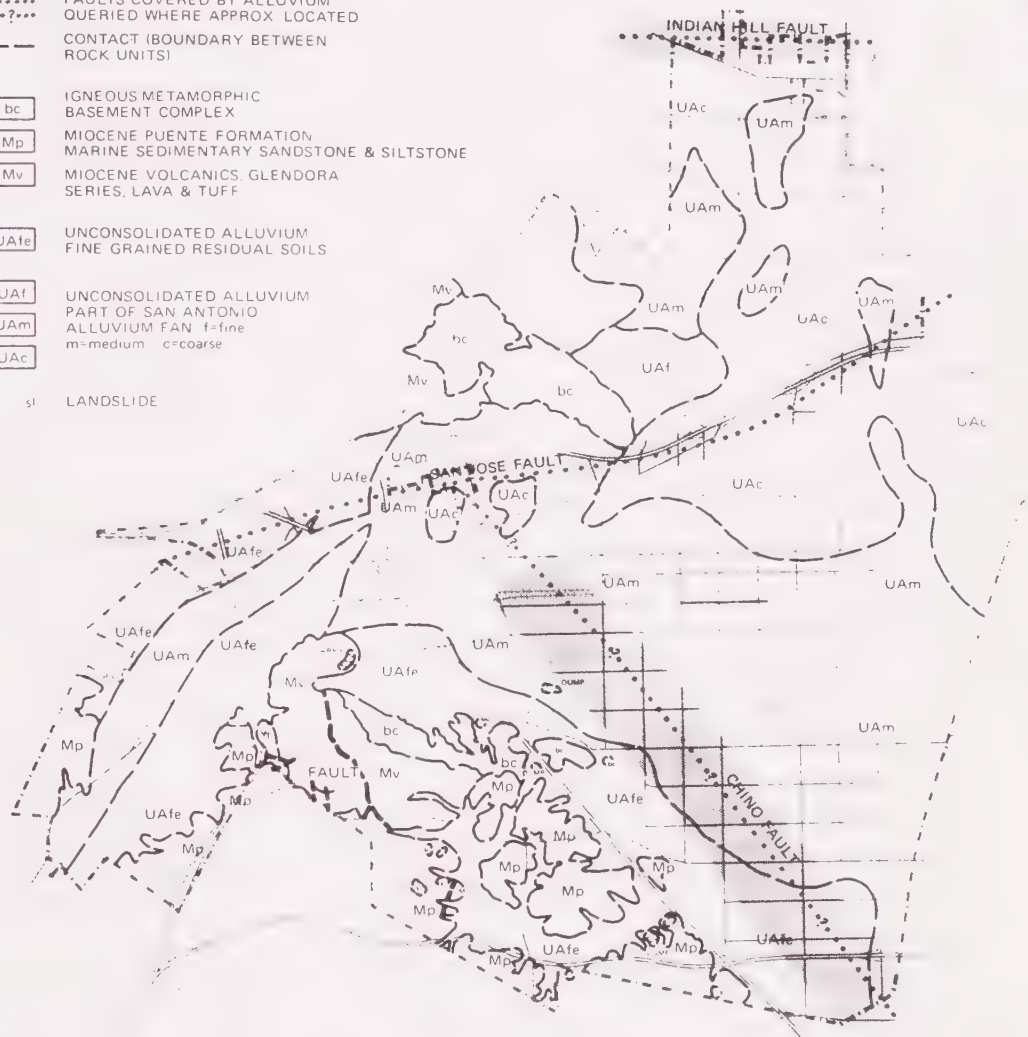
- FAULTS AT THE SURFACE
- ..... FAULTS COVERED BY ALLUVIUM
- ...?... QUERIED WHERE APPROX. LOCATED
- - - CONTACT (BOUNDARY BETWEEN ROCK UNITS)

- bc IGNEOUS METAMORPHIC BASEMENT COMPLEX
- Mp MIOCENE PUENTE FORMATION MARINE SEDIMENTARY SANDSTONE & SILTSTONE
- Mv MIOCENE VOLCANICS, GLENDORA SERIES, LAVA & TUFF

- UAfe UNCONSOLIDATED ALLUVIUM FINE GRAINED RESIDUAL SOILS

- UAf UNCONSOLIDATED ALLUVIUM PART OF SAN ANTONIO ALLUVIUM FAN f=fine m=medium c=coarse
- UAm
- UAc

sl LANDSLIDE



## MAP 12 MAJOR REGIONAL FAULTS



GROUND RUPTURE - Isolated Damage



STRONG GROUND SHAKING - Damage Over A Greater Area



In order to provide a basis for planning and design, the "maximum probable" event should be considered. "Maximum probable" earthquake is a term used by the Atomic Energy Commission to describe a seismic event which might occur with fairly high probability. From a land-use planning viewpoint, all essential functions of utilities and public structures, such as hospitals, schools, stadiums, fire stations, etc., should be able to remain operational under such a postulated probable event.

Based on available information, operational basis earthquakes [maximum probable] are chosen for the San Andreas Fault Zone [magnitude 8 on the Richter Scale at 20 miles] and the nearby Sierra Madre Zone [magnitude 6.7 to 7 on the Richter Scale at 1-7 miles.]

### Soil Limitations

Pomona's soils possess a variety of geotechnical properties which are based on the rock units from which they were derived. Except for the San Jose Hills and the Puente Hills, located to the west and south of the City, the major portion of the City's site is covered with alluvium washed out of San Antonio Canyon and is mixed with other soils from nearby foothills or canyons. Soils of similar composition to underlying bedrock are also present.

As the Geotechnical Map [Page 101] shows, areas in and adjacent to the Phillips Ranch have soils which are considered to be expansive. There, soils are clayey by nature and have a tendency to swell upon wetting and shrink upon drying. In hillside areas, where natural slopes are steeper than three horizontal to one vertical, landslides are possible. These conditions should be taken into consideration in the engineering design of structures and foundations in the Phillips Ranch and adjacent areas.

Alluvial soils occupying the major, central portion of the City present four geotechnical concerns and are listed below in decreasing order of importance and total damage potential:

- Settlement under static loading. This is a condition caused when loads such as buildings, highways, or embankments are placed on low density soil. Settlement resulting in damage to the structure may be triggered or increased by ground shaking during an earthquake.

- b. Expansive soils. As previously mentioned, expansive soils are high in clay content and subject to significant swelling and shrinkage with change in moisture content. This constant expansion and contraction may cause damage to foundations.
- c. Stability of side slopes. Where steep cut-slopes are excavated in low density or low strength soils, unstable slopes may be created which may collapse or slide. Ground shaking during an earthquake, or water saturation due to a heavy rainfall, can trigger or accelerate this potential landslide condition.
- d. Liquefaction. Where soils are saturated with water or where the water table is near the surface, a transient "quick" situation may occur when these soils are severely shaken during an earthquake, and the soil particles are suddenly compacted. This may result in severe damage to structures. The potential for soil liquefaction in Pomona is considered low because of the generally low water table which is at least 100 feet below the ground surface.

### Flood Hazards

Flooding is another major hazard to lives and property. Pomona is built on the edge of the San Antonio Canyon flood plain which has produced disastrous floods in the past. One of the worst occurred in 1938. Since that time, however, the San Antonio Dam and miles of flood control channels have been built to prevent a repeat of the extensive damage and loss of life resulting from such flooding.

Except for a few isolated cases, Pomona is well served by a system of local storm drains and several large flood control channels which carry storm waters away from the City. Comments received from the Community Workshops indicate that flood hazards are primarily confined to small local areas in the southern part of the City where the slope of the terrain causes slow runoff and where local storm drains are still needed. Until such time that urbanization of the Phillips Ranch occurs, there is no foreseen need for additional storm water control other than the abovementioned local needs in the southern part of the City.

Another source of potential flood hazard is seismically induced failure of the San Antonio Dam. Until the 1971 San Fernando earthquake and the near failure of the Lower Van Norman Dam, little attention has been given to this type of flood hazard. Principles of dam design, which were thought to be adequate prior to 1971's San Fernando earthquake, are now being re-evaluated.

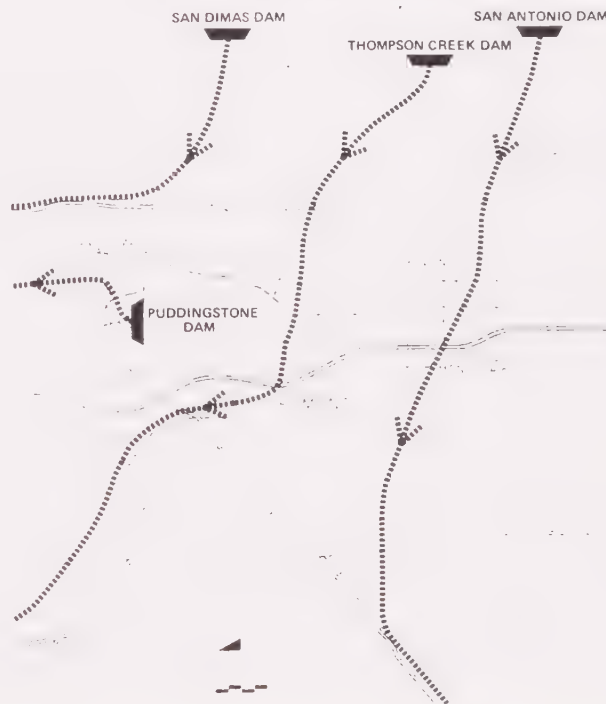
The potential for dam failure during a seismic event presents two problems. First is the immediate danger of loss of life and property due to flooding. This danger is not extreme at the San Antonio Dam because its function is primarily flood control and large quantities of water are not stored there except during periods of heavy rain. However, if an earthquake were to rupture the dam immediately after a heavy rain the results could be disastrous. The second problem concerns the loss of function. While large quantities of water are not stored at the dam, Pomona does receive some of its potable water from this source.

Other sources would have to be relied on more heavily than normal to meet domestic water needs. If recommended programs in the water resources section are implemented this should be no problem unless, of course, those systems fail also. Another concern of loss of function is the dam's flood control ability. This could be a problem during periods of heavy rain if the San Antonio flood control channel was unable to contain total runoff of the canyon without support from the dam.

### Fire Hazards

The hazards of fire are ever present, but they too, like flood and seismic hazards, can be dealt with through proper planning to reduce the number of such occurrences and their impact on the community. The General Plan's concern for fire danger relates directly to: [1] the capabilities of Pomona's firefighting system, [2] the degree of combustibility, and [3] the

**MAP 13  
FLOOD CONTROL DAMS**



attitude of the people of the City toward fire safety.

Efforts at improving fire safety have, traditionally, been divided into two areas: fire response and fire protection. Pomona's fire response procedures are judged to be very adequate and have earned the City one of the highest overall fire ratings in the nation. However, fire prevention programs should be upgraded. Present measures are primarily addressed through Building and Fire Code regulations, weed abatement, and fire prevention education. To a limited extent, zoning regulations have affected the abatement of fire hazardous buildings through their non-conforming use provisions.

Building codes are unable to have greater impact on fire prevention because they do not require periodic inspection of fire hazardous buildings. Both building and fire codes are inhibited by legal restrictions from making inspections of single family residences except under limited circumstances. Fire prevention programs other than code enforcement consist of weed abatement and fire prevention education. While weed abatement procedures are effective on small lots, access improvement and other methods need to be explored for large open areas such as in the Phillips Ranch and Ganesha Hills where the greatest threat of brush fires exist.

Another constant threat to fire safety involves all of the non-structural items found in buildings, especially residences. These items include: home furnishings, office equipment, synthetic fibers, plastics, household products and appliances. Usually these items, especially if they are new, are considered to be safe by the public until proven otherwise and then it is often too late. Two real dangers of fire safety involve lack of knowledge about materials which are combustible and product or structural designs which increase fire risk.

### Disaster Response

Catastrophic events are seldom predictable. In the past, the Pomona area has experienced disastrous flooding; it is conceivable that it could happen again. Serious explosions, aircraft crashes, train wrecks, large fires, epidemics, chemical or nuclear accidents are all possibilities in this industrial-urbanized area. Riots, earthquakes, and

nuclear or conventional warfare are potential threats to the safety of Pomona's people.

Under normal emergency situations, the City of Pomona has considerable public resources to cope with whatever needs to be done. It is when large scale emergency problems arise that a disaster response plan is needed to help save lives, to minimize property damage, and to facilitate recovery. To meet these kinds of emergencies, State and Federal regulations call for an Emergency Operations Plan to be prepared and adopted by the City. This plan provides for the readiness, mobilization, coordination and employment of public and private resources to meet essential needs. The emergency plan is necessarily broad, providing the framework and flexibility for varied actions in a wide range of emergency situations.

An Emergency Operations Plan has been prepared for Pomona under the administration of the California Office of Emergency Services and, since its adoption in 1973, has become City policy. The channel for external coordination and support of City emergency operations varies with the severity of the situation, but generally follows progressively higher levels; i.e., local, area, county and state.

Within Pomona, disaster response coordination must exist among the several City departments and with other governmental and organizational personnel. In all, there are twenty categories for service in the event of a disaster involving the City, school district, health services and other service organizations. Each agency should be familiar with specific conditions affecting them that could be expected to require an emergency response. Of specific concern is the need for greater coordination among the various services directly concerned with providing emergency response activities.

## POLICY FRAMEWORK

### Criteria for Evaluating Seismic and Non-Seismic [Geologic] Risk

Before stating policies and programs that deal with providing "maximum safety" to Pomona's residents, it is first necessary to define what the term means — "how safe is safe enough?" What are the risks which we are willing to accept in our environment and what risks are we unwilling to accept?

The problem is one of public policy and the appropriate allocation of public resources to mitigate hazards.

The intent here is not to specifically define what acceptable and unacceptable risks are, but rather to develop meaningful criteria for the evaluation of risks by decision making bodies of City government.

The following discussion of risk evaluation criteria has been adapted from the Los Angeles County Seismic Safety Element as a good example of risk definition relating to both seismic and non-seismic events. It represents a very comprehensive investigation into the State's concept of "acceptable risk" and develops workable criteria to be used within the decision making process for local risk evaluation.

The California State Guidelines for developing a seismic safety element have introduced the concept of "Acceptable Risk," and suggested that it be used as a guide for formulating plan policies and programs. Specifically, the Guidelines suggest that a policy statement be included which specifies that level or nature of acceptable risk to life and property. It is further recommended that land use standards be developed which reflect an acceptable level of earthquake or other geologic [soil] hazard or risk.

As the State suggests, risk factors should undoubtedly have a significant role in the formulation of policy pertaining to public health, safety and welfare. However, it is questionable whether a public body can define and articulate a level of risk that will be acceptable to the community at large over an extended period of time because of rapid technological advances that may invalidate previously agreed upon standards.

### Definitions

Seismic and Non-Seismic [Soils Related] Risk:

*The degree of probability of earthquake impacts or soils failure resulting in injury and/or loss of life, property damage, loss of function and hidden costs, as estimated from the history and records of past earthquakes and soil conditions, and an evaluation of regional seismicity, local geologic conditions, and the seismic susceptibility of manmade structures and human activities.*



Although the above definition is comprehensive, it is complex and in need of further clarification. The developed definition refers to four primary outcomes, or types of loss, that can result from an earthquake or soils failure. The first concerns injury and loss of life. The implication of such loss needs no explanation, except to say that it is difficult, if not impossible, for a public body to equate or compare loss of life with any of the remaining three outcomes. It is universally accepted that such losses represent the most severe outcome possible.

Property Damage is, again, a straightforward description of a type of loss, and can be measured or estimated in terms of dollar costs.

Loss of Function is perhaps more difficult to define. It refers to the loss of various public and private services, facilities and utilities. Although such losses can be equated to monetary costs, difficulties arise in attempting to evaluate secondary losses resulting from a primary loss of function. The loss of fire control capabilities due to ruptured water mains is a good example of a secondary loss.

The fourth outcome, or type of loss, is termed hidden costs. Hidden costs refer primarily to intrinsic factors, and may include a loss of public confidence in government capabilities, or negative public images which affect the desirability of an area. The elusive nature of such costs hinders attempts to estimate dollar loss.

### The Concept of Acceptable Risk:

The California State Guidelines offer the following definitions for the concept of acceptable risk:

#### Acceptable Risk –

*The level of risk below which no specific action by local government is deemed necessary to protect life and property.*

#### Unacceptable Risk –

*Level of risk above which specific action by government is deemed necessary to protect life and property.*

#### Avoidable Risk –

*Risk not necessary to take because the individual or public goals can be achieved at the same or less total "cost" by other means without taking the risk.*

The Guidelines summarize the issue of acceptable risk by stating that the central question is "how safe is safe enough?" It is further suggested that it is the planner's responsibility to provide a framework in which a community response to this question can be meaningful. The implication here is that a government body can determine and articulate a level of risk that is acceptable to the community.

### Alternative Approaches

It is not the intent to question the validity of the definition or the value of the overall concept of acceptable risk. The suggested approach, however, emphasizing the development of a consensus on the level of acceptable risk, appears to be unworkable.

An alternative approach to determining acceptable or non-acceptable levels of risk related to seismic or geologic hazards has been alluded to by the State Joint Committee on Seismic Safety. This approach is set forth in a recent publication entitled, "Meeting the Earthquake Challenge." Essentially, the Committee maintains that:

- a. there is no uniform level of risk that is acceptable to the public;
- b. maximum safety is desirable;
- c. demands for increased safety must be related to costs;
- d. such demands vary with time, place, culture and a variety of other factors; and
- e. society is capable of undertaking additional risk reduction measures.

The basic assumptions of the Joint Committee seem to imply that there can be no meaningful answer to the question of "how safe is safe enough?"

It is clear that nearly all aspects of life involve some degree of risk. A great deal of individual and collective effort is directed toward minimizing perceived risk. It does not follow, however, that if constraints [i.e., lack of knowledge, limited resources, conflicting priorities, etc.] limit such efforts that the remaining degree of risk becomes "acceptable." It must certainly be tolerated but then only until more knowledge is acquired, additional resources generated, or priorities shifted. A defined level of "acceptable risk" simply refers to those risks that, for a number of reasons, cannot currently be reduced. That level will constantly change and will always hover just beyond present

capabilities for risk reduction. The relative nature of an acceptable level of risk renders its definition an impractical guide for public policy.

It is proposed that Pomona approach the concept of acceptable risk from the opposite direction. Instead of attempting to identify an acceptable level of risk, efforts should be directed toward defining seismic and non-seismic risks that the community will not accept, and devising programs for their elimination. Other risks must continue to be tolerated until such time as further risk reduction becomes feasible. Collectively, such [tolerated] risks constitute a reservoir of unacceptable risks to be dealt with in the future.

This stance is predicated on three basic assumptions. First, no perceivable risk is acceptable. Second, some risk must always be tolerated. And third, criteria can be developed to define those risks that cannot be tolerated and are therefore unacceptable. These assumptions give rise to a two-fold classification of risk: tolerated risk and unacceptable risk.

The following definitions are offered to clarify the City's approach to the question of risk.

#### Tolerated Risk –

*Perceivable risks to life and property that are not currently being reduced due to technological limitations, limited resources, or conflicting priorities.*

This definition assigns no characteristics to the nature of such risk and is designed solely to address its status in relationship to current reduction capabilities.

#### Unacceptable Risk –

*Perceivable risks to life and property that must be reduced through ongoing government action programs.*

### Criteria for Defining Unacceptable Risk

The proposed approach, stressing the identification of unacceptable risks, is not new. Government codes and ordinances dealing with public health, safety and welfare, have evolved over the years through just such a process. In its current form, this body of law represents a statement of those risks currently deemed unacceptable. It does not attempt to establish "how safe is safe enough?"; it simply identifies conditions that are considered unsafe.

Although the end product of this process [i.e., existing codes and ordinances] has been proven workable, the process itself can be improved. There has been no systematic method applied in the definition of unacceptable risks. As a result, the public and their elected representatives have had no common basis to evaluate or compare the risk implications of decisions they are required to make.

Precise criteria have not been formulated within the context of this element. However, the development of criteria for defining unacceptable risks, and the integration of such criteria into the decision making process of City government, is necessary for the implementation of a sound seismic safety action program.

Comprehensive criteria for decision making related to risk should consider the following factors:

- a. **RISK PERCEPTION:** an evaluation of risk perception at the community level should involve active public participation.
- b. **SEVERITY OF POTENTIAL LOSSES:** impacts including loss of life and injury, property damage, loss of function, and hidden cost should be considered.
- c. **RISK REDUCTION CAPABILITIES:** consideration should be given to current technological capabilities, available fiscal and manpower resources, and established priorities.
- d. **PROBABILITY OF LOSS:** the probability of future seismic and non-seismic [soil limitations] activities should be estimated and the general susceptibility of man-made structures and human activities should be evaluated.

#### Objectives

To identify existing and potential hazards in the community, both in the natural environment, and the manmade environment, and to develop strategies and mitigating measures to assure maximum safety for Pomona's residents at all times.

To develop evacuation and contingency plans to be used in the event of a major disaster or emergency.

## Policies and Programs

### Seismic and Geologic Hazards

*It is the policy of the City of Pomona to reduce unacceptable levels of seismic risk by controlling land use and building design in known fault zones and upon soils which may fail under seismic activity.*

The best method of reducing seismic risks is to avoid the problem before it becomes a risk. By controlling the types of uses, structures and construction methods allowable in areas of potential seismic activity, the City can greatly reduce unacceptable risks. To carry this policy out, the City's building and zoning codes should be reviewed and revised where necessary to reflect the latest technological building advances and land use control methods. This should be an ongoing process.

The Geotechnical Land Use Capability Matrix provides necessary guidelines for the control of land use and should be made part of the Zoning Ordinance and the environmental impact report review procedure. This method does not specifically control land use directly in all cases, but would leave final approval of most projects up to the proper decision making body, based on information supplied in the recommended geologic studies. These studies then become part of the environmental impact reports which would be required for all development in areas of potential seismic activity. Based on these data, and following the criteria for determining risk factors, [outlined previously] any decision making body would have all available information to make a determination of tolerable or unacceptable risk.

*It is the policy of the City of Pomona to reduce unacceptable levels of risk associated with non-seismic soil hazards by controlling land use and building design in areas of known soil problems.*

Concern over soils in Pomona is basically related to an understanding of the limiting properties of some soils for general construction, during seismic ground shaking and in hillside development. It is essential that every opportunity be taken to protect the public from natural and man induced non-seismic soil hazards and from the effects of hillside scarring.

Risks associated with the instability of soils can be substantially mitigated by requiring soil studies to be made prior to development and then adjusting building design to fit soil conditions. Findings of the soil study along with hazard mitigating measures should be part of the environmental impact report filed with each development proposal. The Geotechnical Land Use Capability Matrix gives conditions under which different types of soil and geologic studies should be required.

*It is the policy of the City of Pomona to reduce unacceptable levels of seismic risks associated with potentially hazardous older buildings by encouraging programs to bring about their renovation, reduction of use intensity, or demolition.*

The Building Official should conduct an investigation of all pre-1933 buildings and any other structures which, in his opinion, may present potential hazards related to seismic activity. In cases of extreme hazards to loss of life or property damage, as determined by the Building Official and City Council, the building should be brought up to code immediately or demolished.

In structures designated for historic preservation, exemptions from the Building Code should be granted in accordance with the opinion of the City Building Official regarding potential risks involved and tolerability of risks.

A reduction in use intensity can also accomplish significant removal of seismic risks from older buildings. An example of this type of reduction would be the conversion of an older commercial building to an industrial or warehouse use.

### Flood Hazards

*It is the policy of the City of Pomona to reduce risks to public safety associated with flood hazards.*

Pomona's present urbanized area is well protected from potential external floods except in the case of possible dam failure at San Antonio Canyon. The City should insist that the State Division of Safety of Dams inspect the dam for possible failure during seismic activity. Further, the City should encourage and work with the State Office of Emergency Services to prepare an area-wide inundation map and emergency

response and evacuation plans to be enacted in the event of dam failure.

Flooding does occur in some areas of south Pomona during periods of heavy rain. These areas should be identified specifically and receive priority attention on the Department of Public Works' capital improvements annual project list.

*It is the policy of the City of Pomona to avoid structural solutions to flood control unless such solutions are necessary for public safety.*

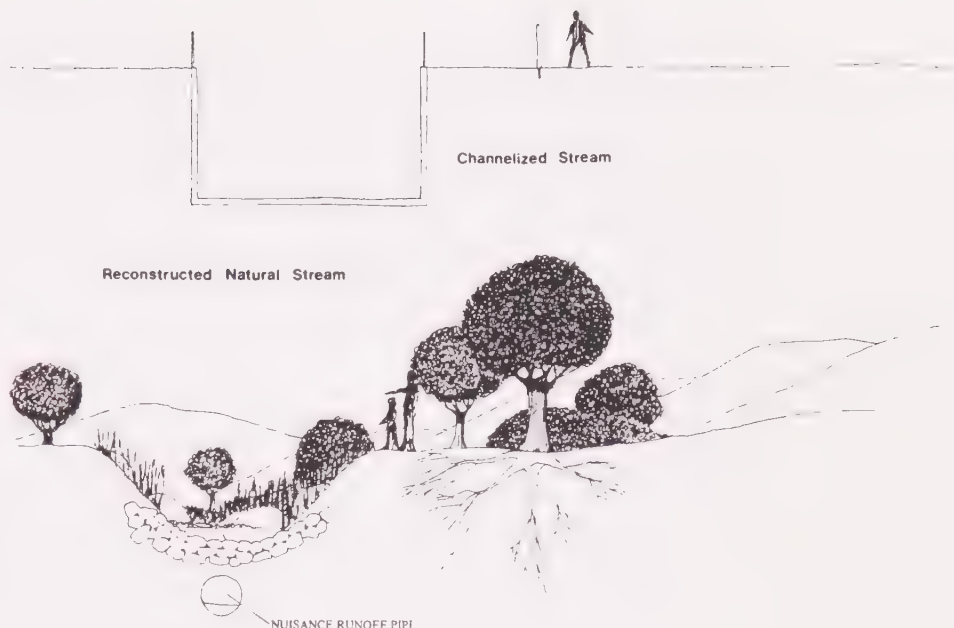
Future development of the Phillips Ranch will necessitate additional flood control channels and storm drains. Where feasible, existing natural courses for these channels should be used and left as open space so that they can be better and more fully utilized. Landscaping of open drains can further increase the feeling of open space, add to hiking, bicycling and equestrian use, and serve as "green linkages" between other open space areas and activity centers, without reducing the flood control capabilities of the channels

### Fire Hazards

*It is the policy of the City of Pomona to reduce unacceptable levels of risk associated with structural fires.*

As with most hazardous situations, the best method of reducing risks is by taking appropriate avoidance steps as a first line of defense. Such prevention aspects include [1] the use of fire suppression personnel in the structure-inspection process, [2] continuing improvement of interdepartmental coordination within Pomona, and [3] maintaining strong regional and statewide mutual aid capabilities.

Currently, about 95 cents of every dollar spent on the fire services is used to extinguish fires; only about 5 cents is spent on efforts — most fire prevention inspections and public education programs — to prevent fires from starting. Much more energy and funds need to be devoted to fire prevention and education, which could yield large payoffs in lives and property saved. [While fire prevention efforts would lower the incidence of fire and, hence, might lower the costs of fire suppression services, those services should be maintained at current levels until a marked reduction in fires has been documented].



The fire protection system in Pomona currently involves the Fire Department, Building Department, Water Department, Public Works Department and Planning Division. Implementation of fire prevention priorities should also involve these departments and the continuing integration of citizen objectives into department objectives

While the City's Fire Department does currently inspect commercial, industrial, hotel and apartment buildings on a regular basis, many potential fire hazards in single family residential structures remain unchecked unless the structure is vacant or open. The Fire Department, along with the City Building Inspectors, should be given the authority to evaluate potential fire hazards by entering in single family residences when a change in occupancy occurs.

The City should adopt an ordinance defining fire hazardous buildings and then study appropriate methods of reducing unacceptable levels of fire risk. Close consideration should be given to fire safety in hotels and other high density residential structures, such as rooming houses and homes for the elderly.

As part of the same strategy of fire prevention, the Sanitation Department should

initiate a program of free pick up for fire hazardous materials from private residences. This program should be offered on a year-round basis. Pick ups made only once or twice a year could actually increase fire potential because people would store fire hazardous material for longer periods of time.

*It is the policy of the City of Pomona to avoid unnecessary risks of brush fires through adequate prevention methods.*

In large brush areas and on steep slopes where weed abatement is not possible, the Fire Department should investigate other means of fire prevention. Other methods could include fire and fuel breaks, controlled burning, and use of more fire resistant plants. Homeowners in identified high fire risk areas should be required by ordinance to use known fire retardant plant materials when possible and maintain minimum brush clearance around structures.

Further, fire retardant building materials, especially roofing materials, should be required for all new construction in known brush fire areas. Existing dwellings in fire hazardous areas should be encouraged to use fire retardant materials when repairs and additions are made.



## Disaster Response

*It is the policy of the City of Pomona to carry out the intent of the Emergency Operations Plan in cooperation with local agencies and jurisdictions, Los Angeles County, adjacent counties and the State.*

The Emergency Operations Plan performs a coordinating function among the various jurisdictions mentioned above. The various City departments which play a vital role in disaster response should be kept up-to-date on planned procedures and should conduct periodic drills to maintain a constant state of readiness.

*It is the policy of the City of Pomona to develop emergency evacuation procedures and routes to maintain a high level of safety for Pomona's residents.*

The City of Pomona should encourage the inclusion of planned evacuation methods and routes for Pomona and its region within the Emergency Operation Plan. These evacuation procedures are needed for very localized emergency situations, such as flooding, earthquakes or industrial accidents, but must be coordinated with larger regional evacuation plans for continuity. The City should work with the State Department of Emergency Services in developing evacuation routes.

## ENVIRONMENTAL QUALITY

The Environmental Resources Element, in addition to establishing goals for resource protection and the elimination of environmental hazards, also gives consideration to the general quality of the environment. More specifically, environmental quality is concerned with: providing adequate open space in our urban landscape; preserving scenic, cultural and historic values, enhancing city identity; insuring that the environment is not unnecessarily polluted; and that the environmental impact of public and private actions does not have a negative effect on the community.

There are some profound issues surrounding environmental quality including various forms of pollution such as air, noise and solid waste. Abuses of the visual environment with the jumbled chaos of signs, garish architecture and overhead utilities degrade the community and give it a poor image. This very special form of pollution will be expanded on in greater depth in the Community Design Element.

Also included in this section on environmental quality is a plan for the conservation of the community's natural resources and areas that may have a high risk associated with urban development, and open space and its uses in the community.

## BACKGROUND

### Air Pollution

Citizens of Pomona are faced with a problem which they and their local government alone can do little to resolve. Air pollution is a major concern of the people of Pomona. It has seriously threatened their welfare and happiness. Warnings to curtail playground activities or to remain indoors during heavy periods of smog have tended alter the lifestyles of some people; and, in some cases, even caused families to move out of the community.

Pomona's location at the eastern edge of the Greater Los Angeles Metropolitan Area and the prevailing winds from the west combine to give the city the unhappy distinction of receiving some of the highest levels of air impurities that can be found in any portion of Los Angeles County. People living here and elsewhere in the South Coast Air Basin of Southern California suffer the pain, discomfort and injurious health effects of smog.

Since the chief cause of air pollution has been identified as the internal combustion engine, and the automobile is the primary means of transportation in the region, it is apparent that the City of Pomona needs to cooperate with, as well as receive the assistance of, other governmental jurisdictions [the County, State and Federal] which have regulatory authority over air quality and which are empowered to develop an alternative means of regional transportation. Until regional action to control smog at its source is taken, the City of Pomona will be a continual victim of the consequences of smog.

### Noise Pollution

As the City of Pomona has grown in size, excessive noise has become an increasing environmental problem. Vehicular traffic is a particularly prevalent and steadily growing source of noise.

Medical evidence suggests that the health of the people of Pomona may be severely

affected by these increased noise levels. Physiologically, excess noise may cause rapid heart beat, blood vessel constriction, headaches, muscle tension, insomnia and fatigue. Exposure to sound levels in excess of 80 dBA for sustained periods may cause loss of hearing. Psychologically, exposure to excessive noise may cause symptoms of anxiety, anger and, in some cases, hallucinations. The economic costs of noise must also be considered. The costs of excess noise include: decreased property values, increased vacancies, more costly abatement measures, loss of efficiency and production and possible litigation by irate citizens. As consumers we all pay a price, sooner or later, for the costs of noise pollution.

The acoustical scale [Chart "C"] depicts the decibel levels [dBA] of common sources of noise in our environment and relates these to tolerances of the human ear.

Sound level measurements have been made throughout the City. Locations were selected near busy streets and intersections, freeways, railroad tracks and near industrial operations.

Measurements of the ambient noise levels in residential neighborhoods and areas away from major transportation routes were also taken. From these measurements an Ambient Noise Level Contour Map was prepared. The Ambient Level is defined as the background sound associated with a given environment, excluding noise peaks from isolated identifiable sources.

The highest ambient sound levels in the City are associated with two freeway interchanges. The Corona Expressway-Pomona Freeway Interchange and the Kellogg Hill Interchange have ambient levels of over 75 dBA. [This is the measurement of sound in decibels.] Major surface street intersections have ambient levels ranging from 65 dBA to over 70 dBA. Residential streets generally have daytime ambient levels below 55 dBA, and in most residential areas, the ambient levels are below 60 dBA and can be below 50 dBA in the interior of some neighborhoods.

The most noticeable source of noise in the City during daylight hours is vehicular traffic on surface streets and freeways. Railroad trains contribute to the noise peak levels, but because of their less frequent occurrence are a less important noise source during daylight hours. [At night or early morning when vehicular



traffic is at a minimum, railroad trains become a more important noise source.] During daylight hours, noise generated by aircraft contributes to the ambient levels, but because of the closer proximity of vehicular traffic, seldom contributes to the average peak levels. The one exception to this situation is the low altitude flights by police helicopters during emergency investigations. Industrial operations do not appear to be a major source of noise in Pomona. The highest sound level peaks measured in industrial areas are usually generated by diesel trucks or trains associated with the industrial operations.

These findings give some indication of the relative importance of various noise sources in Pomona. The Ambient Level Contour Map is an important contribution in that it indicates the representative ambient levels primarily associated with various transportation elements and neighborhoods

in Pomona.

The best interests of the people will be served by reducing the level and impact of noise from all sources so that the citizens of Pomona can live healthful and happy lives and that the livability of residential neighborhoods and property values within the City are protected. To accomplish this, it will be necessary to establish the means to effectively regulate noise emissions at the source [via muffling devices] along its path [buffering techniques] and at the receiving end [proper land usage and insulation.]

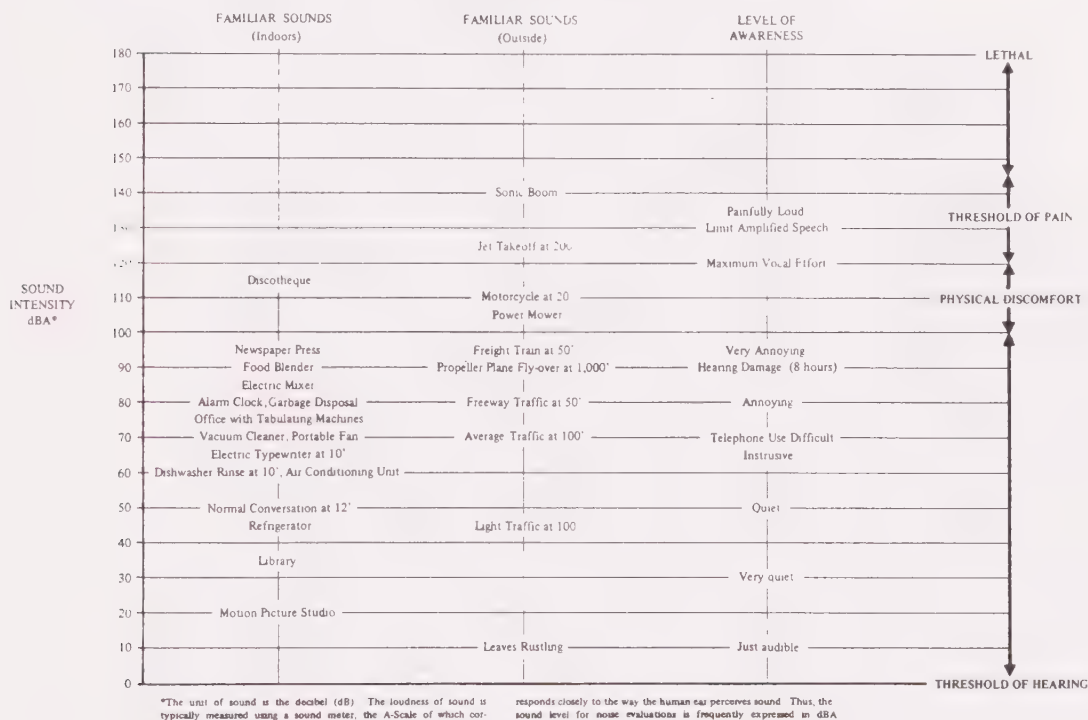
#### Solid Waste Pollution

The proper disposal of garbage, trash and other solid waste is a necessity for the protection of health and safety in Pomona. As Americans we live in a throw-away society. We have "disposable" this, and "no-return" that, and it all ends up in a trash heap some-

where. Some cities burn their trash; others haul it out to sea; still others, like Pomona, bury it. Rarely does the trash ever get recycled and its valuable resources reused to lessen the strain in our ever depleting resources.

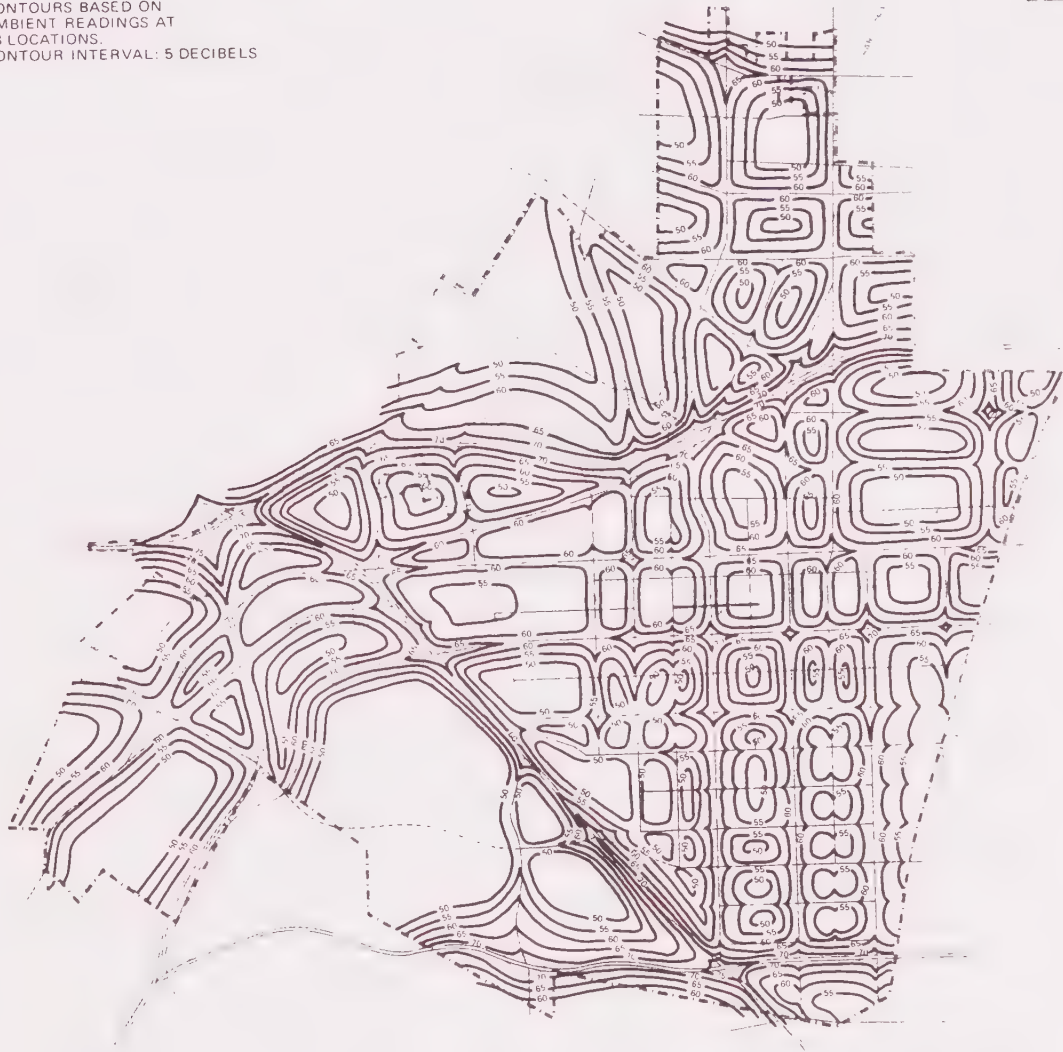
Pomona buries its trash because, under existing technology and economic conditions, this is the most desirable and feasible method. In the past it was felt that this method had some economic and social value in that once a disposal site is filled the reclaimed land could be landscaped and used for low-cost park facilities. However, in the several cases where this has been done, the extent of these values is questionable. Recent evidence suggests that there are inherent problems associated with this kind of planning. Methane gas from the decomposed materials attacks plant roots and causes them to die. [Conversely, experimental programs for using

## CHART C ACOUSTICAL SCALE



## AMBIENT NOISE LEVELS

NOTE CONTOURS BASED ON  
AMBIENT READINGS AT  
63 LOCATIONS.  
CONTOUR INTERVAL: 5 DECIBELS



this gas to power generators to supply electricity for surrounding areas are showing significant promise.] Constant ground subsidence can create havoc to finishing grading, sprinkler systems and roadways. The costs of repairing damage and for maintenance are also high. Consequently, there is presently an ongoing re-evaluation of the land fill park site concept.

Pomona currently has the use of the Spadra County Land Fill located at the western end of the City. This site is expected to be filled by 1980. As this and other sites are filled and the public expresses more and more concern over the environmental effects which these landfill operations have in urbanized areas, it can be expected that hauling distances will become longer and, hence, costs greater.

It is possible that sometime in the near future it will be of greater economic value to recycle our trash instead of wasting valuable resources by burying them. Refuse is, perhaps ironically, a natural resource of steel, aluminum, copper, paper and energy. A host of systems are presently being devised and in operation to treat garbage, sort and save metals, or turn it into energy. According to industry figures, 45% of the steel, 35% of the zinc and aluminum and 20% of the paper in municipal refuse is being recycled. However, this is only a drop in a very large bucket as only 2% of the materials used by industry have been recycled.

### Open Space

During the past twenty years Pomona has grown into an almost totally urbanized city. With this growth came a decrease in the "open space feel" of the community as orange groves, open and vacant lands were turned into houses, shops and roads. More recently there has been a rekindling of interest in recreation, conservation, open space, beautification, and other ways to improve the quality and appearance of the environment.

### What Is Open Space?

Open space, defined in the broadest terms, is any space not used for buildings or structures. In other words, it is the counterpart of development, both public and private. It may be used for recreation, water supply, resource protection or providing a rest area in an otherwise urbanized environment. Open space also can be different

things to different people. To a family living in a two-story apartment, open space may mean a small patio and a walkway to the car. To someone living in Ganesha Hills, the idea of open space might mean a view of the City or the San Gabriel Mountains. Whatever open space is it should not be seen as merely space left over from development or unrelated land parcels acquired for parks. Instead, open space needs to be seen as an essential unifying element in the community which determines its character and quality. It must be developed by a systematic plan encompassing the entire City.

In the City there are presently approximately 370 acres of existing park and greenbelt lands, 380 acres of school lands, 178 acres of golf courses, 450 acres of the Los Angeles County Fair Grounds. In addition, there are 11 miles of flood channel service roads that have already been designated for bicycle trails.

Open space land in Pomona functions in one or more of the following ways:

1. provides recreational or educational opportunities;
2. preserves scenic or historical values;
3. provides lands for water production;
4. protects the public health and safety;
5. gives scale and identity to the City; and
6. provides a comfortable space in which to be.

### Existing Open Space — Parks

Historically, park land acquisition policy in Pomona has followed a hierarchy of park development — from neighborhood parks [with a service radius of ½ mile] to community parks [service radius of 3 miles]. The present park system covers the City on this basis so that most residents live within these service areas. Some deficiencies do exist, however, in small areas not within the ½ mile neighborhood service area, or in areas where access to a park is made difficult by freeway or highway barriers. Other deficiencies exist in the nature of the existing policy itself.

Pomona is not a homogeneous community. Population densities vary; age composition of neighborhoods is not all the same; social and ethnic backgrounds are different from neighborhood to neighborhood. To arbitrarily impose a service area

for each park without first considering the differences and, therefore, the different needs of each neighborhood, has not proved to be the most effective method in terms of meeting the park needs of each neighborhood.

Some neighborhoods have a large number of young children. Their needs could be met more effectively with the addition of small tot-lots or mini-parks closer than ½ mile to their homes. In other neighborhoods where the population is older, parks may not play as important a role, present park locations may be sufficient and further development unnecessary.

During the Community Workshops, interest was expressed from several neighborhoods that their parks should serve as local focal points and that community/recreational/service center facilities were needed.

To proceed rationally with further park development, a comprehensive plan should be initiated setting development priorities based on a hierarchy of park-type facilities which might include the following:

- a. tot-lots,
- b. mini-parks,
- c. playgrounds,
- d. special purpose parks, i.e. Little League, Soccer, Pop Warner,
- e. neighborhood parks,
- f. community parks, and
- g. city parks.

### Existing Open Space — Other

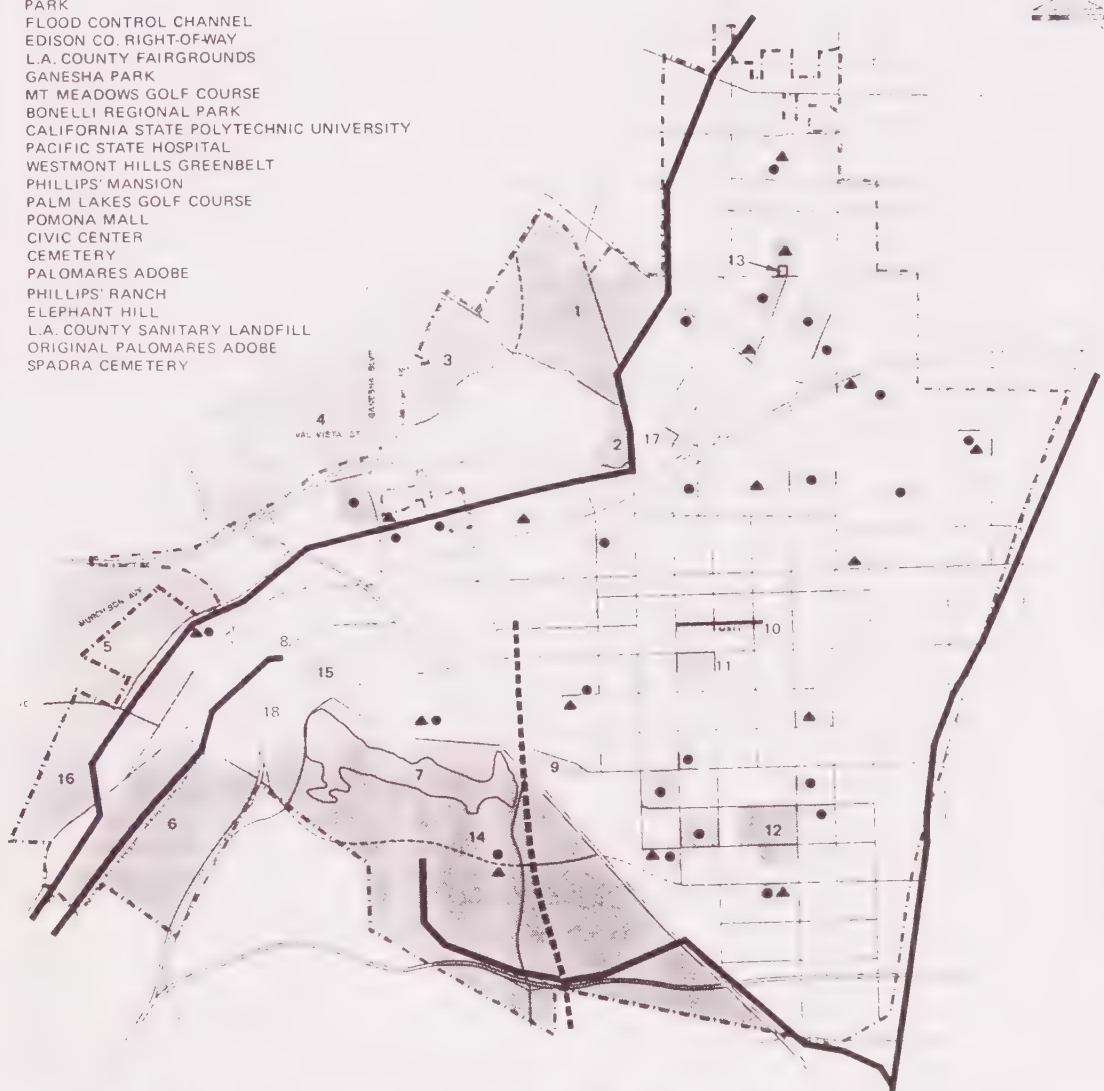
Certain lands, such as Pacific State Hospital, portions of California State Polytechnic University, the Spadra Sanitary Land Fill, various historical sites, the Civic Center and other governmentally controlled lands are also considered part of Pomona's inventory of open space and conservation areas as they are for public use as opposed to private development and have an open space character.

The above represents the bulk of existing lands that are designated for open space use. In addition, there are significant amounts of vacant and open lands that are designated for other uses in the future. This includes the bulk of Phillips Ranch, the remainder of the Ganesha Hills, the Elephant Hill area [in the western part of the City], Patritti Hill [in the southern part of the City], the land between the Orange and Corona Freeways immediately south of the

# MAP 15

## OPEN SPACE AND CONSERVATION AREAS

- SCHOOL
- ▲ PARK
- FLOOD CONTROL CHANNEL
- - - EDISON CO. RIGHT-OF-WAY
- 1 L.A. COUNTY FAIRGROUNDS
- 2 GANESHA PARK
- 3 MT. MEADOWS GOLF COURSE
- 4 BONELLI REGIONAL PARK
- 5 CALIFORNIA STATE POLYTECHNIC UNIVERSITY
- 6 PACIFIC STATE HOSPITAL
- 7 WESTMONT HILLS GREENBELT
- 8 PHILLIPS' MANSION
- 9 PALM LAKES GOLF COURSE
- 10 POMONA MALL
- 11 CIVIC CENTER
- 12 CEMETERY
- 13 PALOMARES ADOBE
- 14 PHILLIPS' RANCH
- 15 ELEPHANT HILL
- 16 L.A. COUNTY SANITARY LANDFILL
- 17 ORIGINAL PALOMARES ADOBE
- 18 SPADRA CEMETERY





Kellogg Hill interchange and tracts of land throughout the City designated for industrial development.

In addition to lands within the City, considerable amounts of land around Pomona are also designated for open space uses, including Bonelli Regional Park, California State Polytechnic University, Mt. San Antonio College, Prado Regional Park, as well as the Angeles National Forest area and flood control channels.

An open space belt on the City's western boundary offers a unique break from urbanization for this area. It includes a swath of open space starting in the northwesterly portion of the City then continuing through Brackett Field and Bonelli Regional Park, southwesterly through California Polytechnic University, Mt. San Antonio Junior College, Pacific State College and ending in the Westmont and Chino Hills.

#### Open Space Network

A "network" by definition is an inter-connection. Therefore, an "open space

network" consists of open space lands and landscaped areas connected by corridors of open space and landscaping. The corridors should be thought of as "green linkages." To describe this pattern is not to describe a rigid network of greenness [trees and shrubs and groundcovers.] Rather, the feeling should be one of balance and flowing, with diverse and even random features fitting together to form the network or pattern. The pattern is made up of the elements discussed below.

**PARKS AND SCHOOLS** provide the primary focal points for the open space network. These large green areas not only serve as important destinations within the network, but also define and identify districts and neighborhoods throughout the City.

**WESTERN GREEN BELT ELEMENTS** should be tied together into a systematic unit and related to the rest of the open space net throughout the City. Opportunities to strengthen their relationship to other

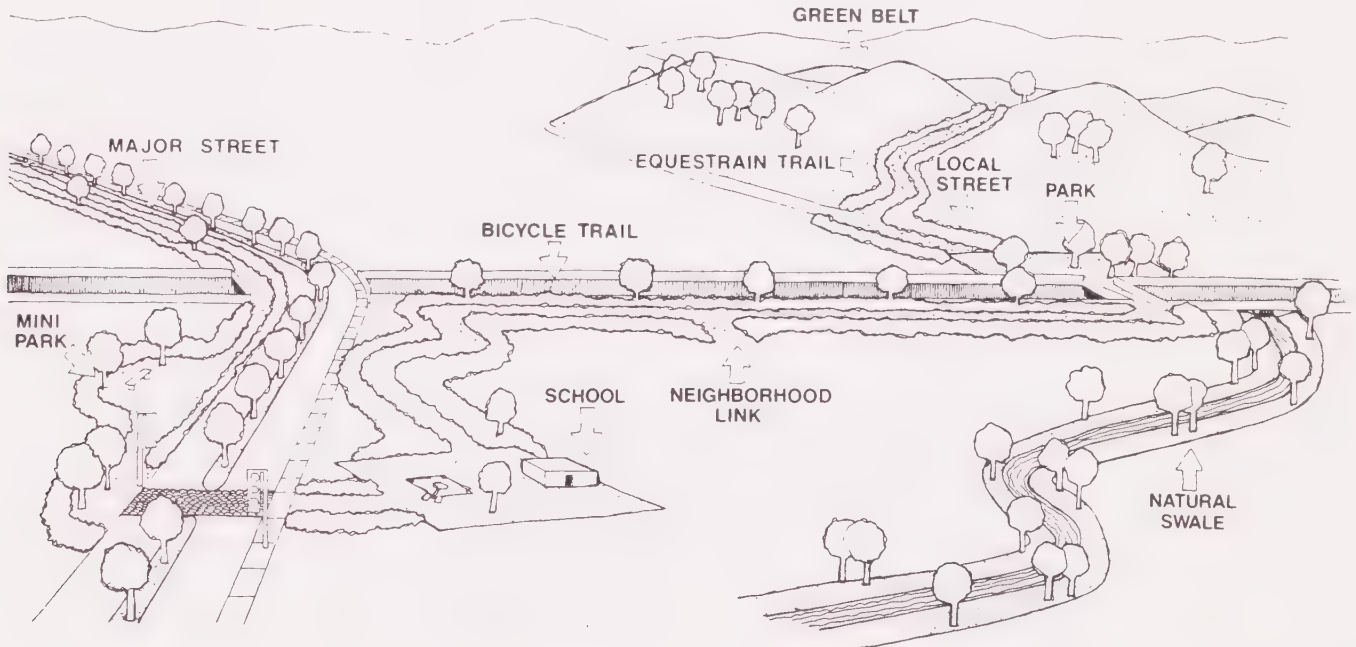
parts of the City exist along flood control channels and major streets.

**QUASI — PUBLIC FACILITIES**, such as golf courses and cemeteries, provide valuable relief in our environment and should be integrated into the open space network.

**PRIVATE ENTERPRISE** can make valuable contributions to the open space net through proper site planning techniques. Street setbacks, such as plazas, off-street parking areas, and building lines, as well as integrated landscaping, are ways that open space can be added by the private sector to complement public efforts.

**LINEAR CORRIDORS** throughout the City, such as major and minor streets, utility easements, and flood control rights-of-way, can serve as the necessary green linkages between major elements of the open space network. City beautification efforts, such as street tree planting, median strip development, and City entrances design, and other "street furniture" play the most important role here.

## COMPONENTS OF THE OPEN SPACE NETWORK



## POLICY FRAMEWORK

### Objectives

To assure that Pomona's environment is not unnecessarily polluted from any source by developing policies and standards for environmental quality.

To assure that the environmental impact of proposed public and private actions does not have a negative effect on the community.

To develop an open space plan which provides opportunities for recreation and education; preserves scenic, cultural and historic values; protects the public safety and preserves City identity.

### Policies and Programs

#### Air Quality

*It is the policy of the City of Pomona to work toward the elimination of air pollution from all manmade sources.*

The City, while not having direct control over the regulation of air pollution sources, does have certain powers of influence at County, State and Federal levels where regulatory powers are vested. The City should use its influence to encourage and support County, State and Federal governments to set more stringent regulations on transportation and all stationary sources of air pollution. Recognizing that automobiles are the chief cause of air pollution in the Los Angeles Air Basin, the City should encourage and work with appropriate planning agencies to develop alternative transportation systems for Pomona and the region.

On the local level, the Police Department should be directed to enforce strictly the existing anti-pollution codes affecting automobiles, motorcycles and trucks.

When purchasing new equipment for the City, priority should be given to products and systems which produce lowest levels of air contaminants. This might mean investigating the feasibility of switching to natural gas to power all City vehicles. Unnecessary trips in gas burning vehicles should be discouraged. Besides setting a precedent that hopefully would be followed by other "fleet" vehicle users, the City would be doing its part to cut down on air pollution, and this would also save the City money.

#### Noise Abatement

*It is the policy of the City of Pomona to establish definitive noise standards to protect the quality of life throughout the City, and to employ effective techniques of noise abatement through such means as building codes, noise, subdivision, and zoning ordinances, and the environmental impact report review process.*

Unlike air pollution, the City does have a certain amount of regulatory control over noise pollution. It can control noise at its source through land use development standards. The City can require noise buffers and barriers to alter the path of noise, and it can enforce building codes designed to shield the receiver of noise from unnecessary high levels.

The zoning ordinance should be amended to set noise performance standards for all land uses. All newly constructed residential or commercial uses which would be subjected to a noise level in excess of 60 decibels from surface transportation sources should be required to utilize construction techniques to achieve a standard of a 45 decibel noise level within the structure.

As a condition of tentative and final plot map approval for all new subdivisions, the City should require effective noise barriers and buffers to alter the path of noise or reduce its adverse effects on potential residents. This will be especially important as the Phillips Ranch develops because of the proximity of the Pomona Freeway and the Corona Expressway.

The City should develop a comprehensive noise control ordinance specifying acceptable ambient noise standards for areas of the City.

The environmental impact review process is a valuable tool in the assessment of new developments and their impact on the community. The City should require the developer to present noise data either generated by or received by the proposed development as part of the impact report.

*It is the policy of the City of Pomona to work with other agencies for the abatement of noise from regional transportation sources.*

Pomona is bisected by several freeways which are a constant source of noise to the City's residents. The City should demand

that the State Department of Transportation develop maximum noise levels permitted along the freeways passing through Pomona. When these standards are violated anywhere along the route, the State should be required to bring noise levels down to acceptable tolerances through effective design methods. New freeways should be so designed to lessen the impact of noise on surrounding areas.

Future expansion proposals at Ontario International Airport should be closely monitored to assure that developments there do not increase noise levels in Pomona beyond acceptable limits.

Railroads are also a source of noise in the community. In areas where noise from this source is above acceptable levels, the City should work with the railroad companies involved to develop appropriate mitigating measures. These measures might include: depression of railroad tracks, sound buffering walls, landscaping, or lower train speeds.

#### Solid Waste Disposal

*It is the policy of the City of Pomona to investigate feasible alternatives to land fill methods of solid waste disposal, and to support regional solutions to disposal problems.*

Sanitary land fill is presently a quick and inexpensive method of disposing of the City's trash. However, this will not always be the case. The City should closely monitor new technologies as they are developed, especially methods which afford the recovery of recyclable materials. Municipal refuse can be a valuable resource if properly reclaimed.

Refuse disposal is not a local problem. It is a regional problem and regional solutions are necessary. Pomona should cooperate with adjoining cities, Los Angeles County and San Bernardino County to develop joint facilities for refuse reclamation.

#### Open Space

The plan for open space primarily centers around the concept of an "open space net" as described previously. The network plan focuses on City parks and school sites, but also includes the existing western greenbelt, historical and cultural sites, utility and flood control rights-of-way, scenic corridors and other streets and highways.

*It is the policy of the City of Pomona to develop a long range priority system for the acquisition and development of specific open space areas whose location, size, design and intended use reflect the needs of the local neighborhood, as well as the City.*

Many people at the Community Workshops expressed an opinion concerning the need for more neighborhood input into future park development. The development of such a system must necessarily involve citizen participation. It is therefore proposed that the workshop approach be utilized in the development of specific plans for parks and open space development. Development of such a long range Open Space Acquisition and Development Plan would aid decision making bodies of the City at budget time, because funding priorities would have already been set for a five year period.

The City should explore all potential sources of funding and acquisition of parks and other open space areas.

*It is the policy of the City of Pomona to preserve, as open space, areas of cultural or historical value and areas or corridors of scenic significance.*

Areas of scenic, cultural or historic value are of great importance to the community and should become part of the open space network. These areas should be designated in the Zoning Ordinance as open space uses or scenic corridors. Additional controls relating to land use, height of structures, landscaping, and buffering in areas adjacent to scenic corridors, should be developed.

Natural drainage channels should be preserved as open space except when improvements are needed to protect life and property. Developers should be encouraged to preserve these natural areas through such techniques as density transfers and the use of the Planned Unit Development Ordinance.

The City should continue to support efforts of the Pomona Valley Historical Society to purchase and maintain additional areas of historic interest in Pomona. Priorities should be given to sites which best complement the open space network.

*It is the policy of the City of Pomona to protect the public health and safety by designating, as open space, areas which cannot be safely developed within levels of acceptable risk.*

This would apply in areas of steeply sloping hills or unstable soils primarily in the Phillips Ranch and Ganesha Hills. In hilly areas subject to extensive grading, the City should provide density transfers or reallocations to developers in order to preserve open space areas and linkages, greenbelts, parks and scenic features.

*It is the policy of the City of Pomona to develop appropriate linear systems, such as streets, highways, utility and flood control rights-of-way, bike trails, and fixed transit lines, throughout the City as "green linkages" within the open space net, tying the various elements together.*

Highways, freeways and other transportation and public rights-of-way are important determinants of urban form. In addition to being corridors for vehicular traffic, they can serve to link elements of the open space net together when appropriately designed and landscaped. The City's street tree program will be an essential ingredient in street beautification and should be updated as deemed necessary to meet new demands. Future design, location and improvement of these linear systems should recognize the network concept. The City should work with the County Flood Control District on the possible use of adjacent flood channel access roads as hiking, bicycling and equestrian trails. Channel rights-of-way should also be landscaped and serve as "green linkages" between other open space uses in the City.

*It is the policy of the City of Pomona to require private developers to provide appropriate amounts of open space in new developments through Zoning Ordinance regulations.*

The provision of open space should be a requirement in all land uses throughout the City. This can be provided through setback requirements, required landscaping, maximum lot coverage standards and parking provisions. In all cases, land not covered with structures and other associated facilities should be both well landscaped and maintained or, when appropriate, left in its natural state.

Private developers should be encouraged to use "planned unit development" techniques when feasible to allow additional open space in their projects. The City's codes regarding this method of land development should be reviewed and appropriate changes made to assure maximum open space provisions.

The City's Park Tax Ordinance presently provides a partial funding source for the acquisition and development of open space for park and recreation facilities. The tax is applied to each new dwelling unit constructed according to its type and number of bedrooms. Because of ever present inflationary trends it is advisable to review periodically the required tax rate to assure adequate funding of needed facilities at all times. In cases where large tracts of land are being developed at one time, provisions should be made to allow land owners to dedicate appropriate amounts of open space for park use in lieu of Park Tax monies. Land dedicated in this way must be of at least comparable value to the required taxes.







# Plan for Land Use



# Plan for Land Use

## BASIC CONCEPTS

The Plan for Land Use is the embodiment, in map form, of the goals, objectives, and policies found within each of the various sections [elements] of the General Plan text. Since each of the different sections relates in some way to land use, there is no individual element which deals separately with land use as has been traditional.

The Plan for Land Use has been developed with the assumption that it represents in a conceptual manner the present desires for Pomona's future. It is a guidance mechanism. Since the Plan is conceptual in form, it should not be read as a zoning map in which land uses are spelled out lot by lot. Because the Plan for Land Use looks to the future, it must accommodate some degree of flexibility. In some areas, boundaries between different use districts are not precisely drawn to allow flexibility [i.e., Phillips Ranch]. In other areas which are predominantly built up, boundaries are more precisely indicated.

Because of the conceptual nature of the Plan and its necessary flexibility, implementation techniques must be based on a development phasing concept which can affect the staging of development over time. This concept would allow some areas of the City to remain non-conforming with the General Plan until such time that the proposed development is appropriate. With the phased approach, the City will always be working toward the desired future or intent presented in the Plan for Land Use without prematurely zoning viable uses out of existence, raising unrealistic expectations about property values, and further contributing to an area's deterioration and obsolescence.

## WORKSHOP CONCEPTS REGARDING LAND USE

Major concepts of the Plan for Land Use as developed by the Community Workshops and other citizen participation efforts are as follows:

1. The residential character and quality of Pomona are to be preserved by maintaining a predominantly lower density

profile throughout the various neighborhoods.

2. Commercial development is to be kept basically within its current boundaries with infill and upgrading of these areas the major thrust of new development.
3. Recognition is given to the fact that some mixed-use neighborhoods are still very desirable places to live. Since the mixture of uses in these areas is more or less permanent, measures need to be taken to preserve the existing residential quality while at the same time allowing the development of higher intensity residential and non-residential uses under strict development standards.
4. The Downtown Central Core is to be the central focal point of Pomona, a place of community pride and City identity.
5. There should be high-activity nodes accommodating a variety of mixed-uses, such as commercial, office, professional, residential and recreation, at appropriate, well-traveled crossroads within the City.
6. The Phillips Ranch should be developed, utilizing the "planned unit" concept in a comprehensive manner.

## LAND USE DESCRIPTIONS

The following briefly describes the overall intent of each of the various land use categories depicted on the Plan for Land Use Map. No attempt is made to list all possible uses which would be allowed in each category; rather the object here is to describe the general character of each area. Later, during the implementation phase of the general plan process appropriate zoning techniques, performance standards and development controls will be used to carry out the intent of the Plan for Land Use.

OPEN SPACE applies to certain non-urbanized private land and public facilities including parks, schools, historic sites plus passive, unimproved recreation areas in the Westmont Hills.

GREENBELT defines, more precisely, certain public and quasi-public open space lands and institutional uses within and bordering the western limits of the City. Together these uses serve to provide a well-defined urban edge between Pomona and communities west of the City by limiting further urban development.

SINGLE FAMILY RESIDENTIAL includes viable residential areas now predominantly characterized by a single family life style which are intended to remain at existing densities. The maximum density permitted shall be six units per gross acre.

LOW DENSITY RESIDENTIAL includes certain vacant lands and viable residential areas now partially developed with mixed residential densities but whose overall character and profile is still predominantly single family. The intent of this land use category is to preserve the residential quality of these areas by maintaining the low density profile of the neighborhood while allowing multiple family type development to occur on such a scale and with such conditions that it does not destroy the overall low density character of the area. In Low Density Residential areas new development at greater than single family densities is encouraged adjacent to main traffic arteries where accessibility is greatest. The maximum density permitted shall be fifteen units per gross acre.

MULTIPLE FAMILY RESIDENTIAL includes all existing large consolidated areas of predominantly multiple family residential use which are to be preserved and establishes additional areas where such development would be desirable in the future. Medium Density Residential is also appropriate in High Intensity Mixed-Use Districts [see below] under proper development controls which assure its compatibility with adjacent uses. The intent of the land use category is to confine relatively high intensity residential uses to the perimeters of lower density neighborhoods and along major traffic corridors. The maximum density permitted shall be thirty units per gross acre.

PLANNED RESIDENTIAL DEVELOPMENT [PRD] includes a major portion of the vacant land within the Phillips Ranch and all residential districts of the City which are intended for future residential growth. The intent of the PRD designation is to provide for the comprehensive planning and flexibility of design of residential acreage for the expressed purposes of: 1) creating greater proportions of open space; 2) encouraging a more efficient use of land; and 3) encouraging a greater variety of dwelling types than would otherwise be possible through the application of normal zoning practices. The maximum density permitted shall be six units per gross acre except in the Phillips Ranch area where a total maximum number of units has been established.

SPECIAL AREA RESIDENTIAL applies to older mixed-density residential areas similar to those described above, but where existing multiple family developments are of greater density [10+ units per acre]. Single family homes still predominate and the character of these areas remains basically one of single family, low density living. Many older homes have been converted to multiple dwelling units. Existing apartment houses in these areas are generally two story. The intent of the Special Area Residential is to recognize the fact that housing replacement in older neighborhoods generally occurs at greater than single family densities if for no other reason than simple economics. This district would allow new residential development to occur in these areas at varying densities and would control the site design and layout in such a way as to assure that new apartment complexes are compatible with the existing residential character of the district. The maximum density permitted shall be fifteen units per gross acre.

RESIDENTIAL-BUSINESS allows home occupations to be carried on in single family residential areas where a grouping of these like uses can best be accommodated and controlled. The intent of this land use category is to recognize the fact that such things as automotive repair and very light manufacturing can be carried out on a part-time basis in residential areas under very controlled conditions. The maximum density permitted shall be six units per gross acre.

CONVENIENCE COMMERCIAL includes shopping centers and small groupings of neighborhood businesses which offer goods and services for the daily convenience needs of adjacent residential areas. It is the intent of this use category to control the number and size of these convenience shopping areas depending on the purchasing power available for the support of those types of stores that are permitted in this category.

GENERAL COMMERCIAL includes all retail business areas in strip developments and major retail centers of more than neighborhood significance. The intent of this land use category is to provide major trading areas in the City. Proposed uses would include commercial, office and professional; however, since the General Commercial category is very broad, the real issue here does not concern the specific types of uses allowed, but the way in which these uses relate to their surroundings [i.e., streets, adjacent uses, architectural character]. Development standards for these important commercial areas, especially strip developments, will vary from one area to another and will address specific issues and opportunities found within each different district.

HIGH INTENSITY MIXED USE AREAS include lands within the central core area and lands adjacent to the high activity nodes centered around Garey Avenue and the Pomona Freeway, Garey Avenue and Foothill Boulevard, the general area between the Orange Freeway, Temple Avenue and Mission Boulevard, and an area at the intersection of the San Bernardino Freeway and Ganesha Boulevard. These areas, especially the downtown, are recognized as currently serving a multiplicity of needs in the community from housing to commercial recreation. It is the intent of this land-use category to affirm the positive aspects of the mixed-use nature of these areas and to provide for the continued expansion of commercial, certain light industrial, office, professional, residential and recreational uses within these high-activity nodes. Because of the purposeful mixing of land uses, great care must be taken to assure the compatibility of adjacent uses and all uses within the district. A variety of planning and zoning techniques, such as precise plan review, will be used to assure

maximum development potential in the High-Intensity Areas.

FREEWAY-RELATED SERVICES includes lands adjacent to freeway interchanges whose services are offered for the convenience of the motoring public. Primary uses would consist of automobile service stations, restaurants and lodging.

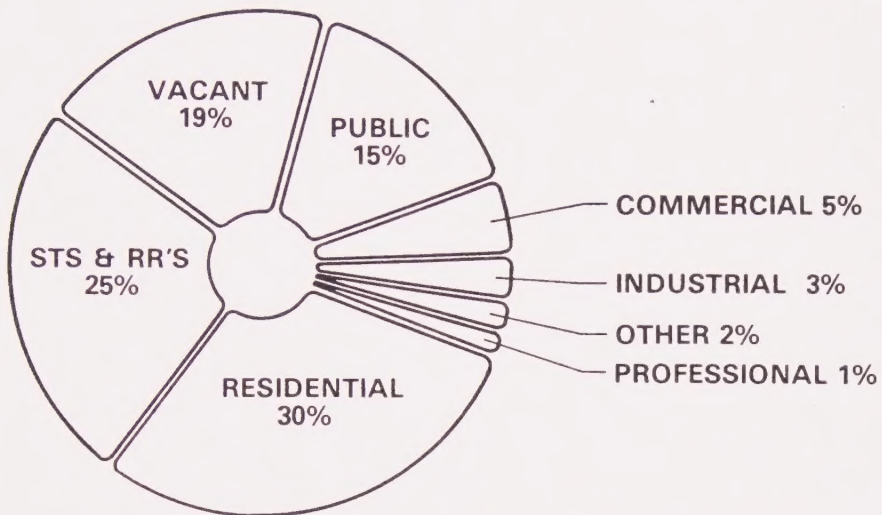
OFFICE PROFESSIONAL establishes areas predominantly for the development of an integrated medical, administrative and professional district. Multiple-family residential is allowed to medium density within the Central Office Professional District where the Special Residential Area Overlay has been designated. Commercial establishments are encouraged when they are directly related to the professional services offered in the area.

INDUSTRIAL PARK includes all lands designated for industrial use within the northern industrial corridor. The intent of this land use category is to provide for the development of light manufacturing uses, research and development plants, and administrative office buildings which require an environmentally superior site in a park-like atmosphere. As with other industrial areas of the City development in the Industrial Park District would be regulated by industrial performance standards, not by the existing method of naming specific acceptable and unacceptable industries [this is restrictive zoning].

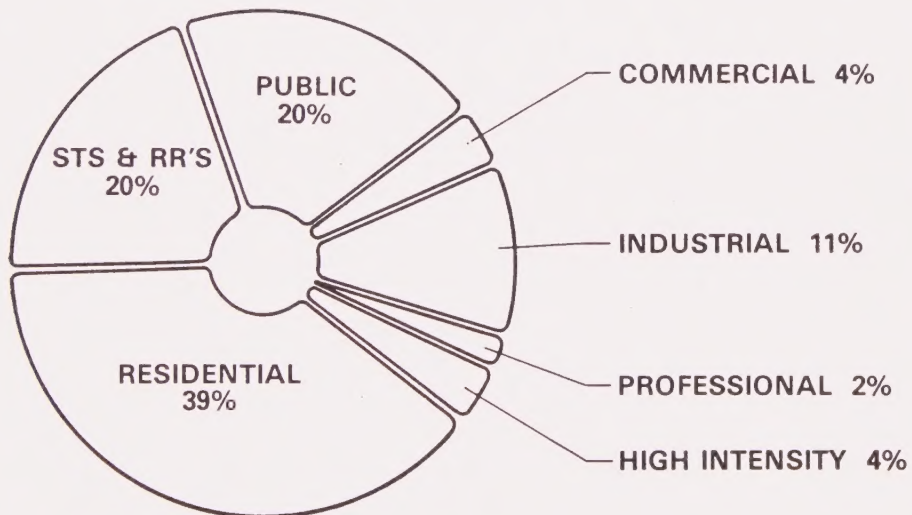
GENERAL MANUFACTURING includes the remainder of lands designated for industrial uses. Again, types of manufacturing which could be allowed are not regulated by the specific naming of acceptable or unacceptable use, but instead are limited only as far as they do or do not meet specific performance standards developed for the various industrial areas of the City. Such a program of regulation overcomes the often-times arbitrariness of existing zoning methods by requiring each development to be evaluated on its own merits and based on the total environmental impact of the project on the immediate area and the City in general.



## EXISTING LAND USE



## PROPOSED LAND USE





U.C. BERKELEY LIBRARIES



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